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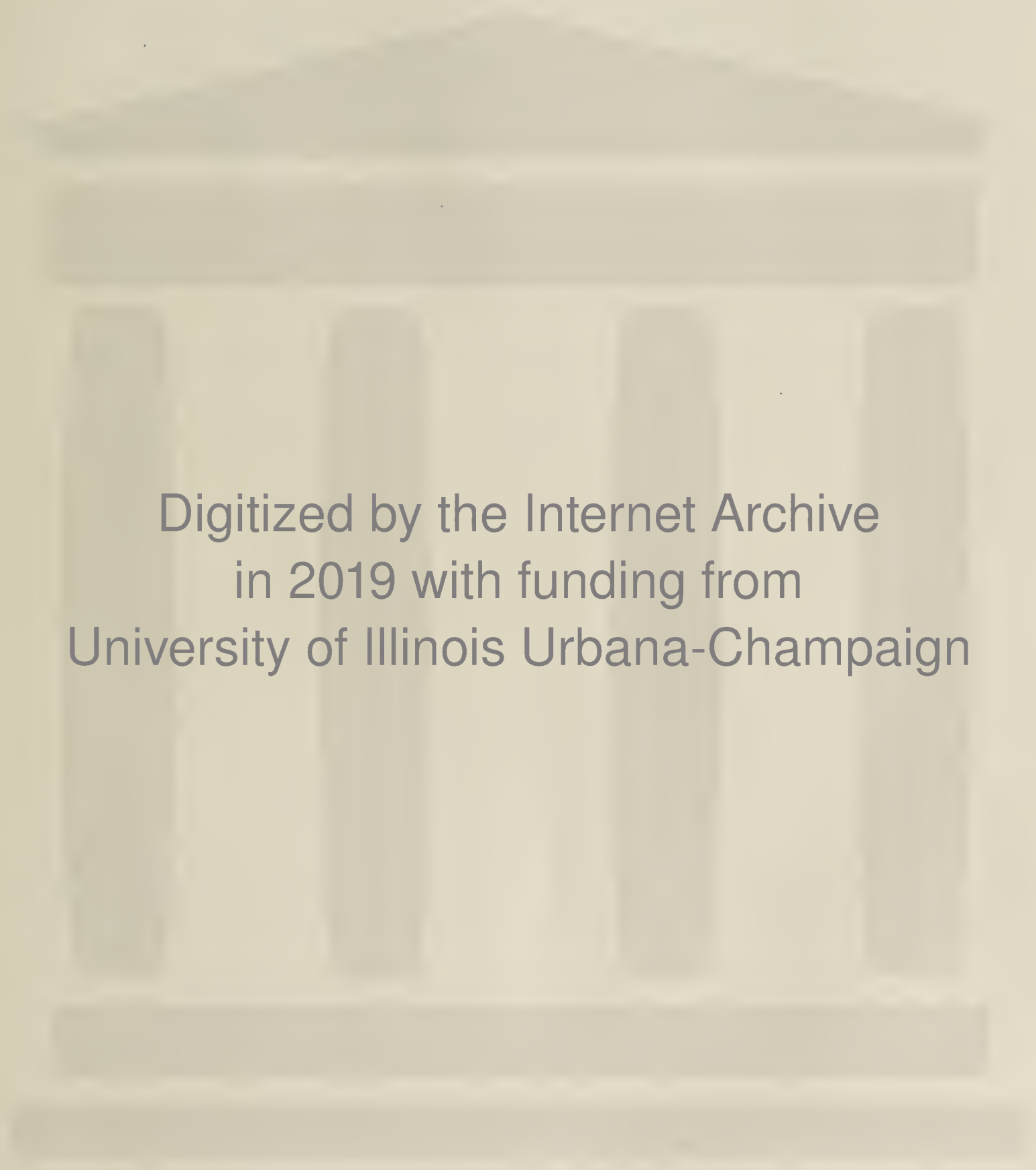
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# GARDEN CITIES & TOWN PLANNING



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WILLIAM L. HARE and W. MCG. EAGAR

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# GARDEN CITIES & TOWN-PLANNING

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## Editorial Comments

**T**HE Royal Commission on London Government began its work last month. The terms of reference, though simple, are very wide in scope :

To inquire and report what, if any, alterations are needed in the local government of the Administrative County of London and the surrounding districts, with a view to securing greater efficiency and economy in the administration of local government services and to reduce any inequalities which may exist in the distribution of local burdens as between different parts of the whole area.

To the London County Council must be awarded some credit for having called for the appointment of the Royal Commission by the terms of its resolution of October 21st, 1919, to the effect that :

1. The administration in Greater London of important and expanding local government services is becoming increasingly difficult by reason of the multiplicity of independent local authorities responsible for those services.

2. An inquiry should be instituted with the least possible delay by H.M. Government in order to determine :

(a) The particular services which should be brought under a single administration throughout Greater London.

(b) The area of Greater London which should be unified in respect of the administration of those services.

(c) The authority to which should be entrusted the administration of those services ; and

(d) The relation of that authority to other local authorities in the area.

The resolution and the reference were very promising, but were followed by the disappointing Report of the Local Government Committee, presented to the Council on November 18th and to the Royal Commission as evidence on December 7th.

### UNPREPAREDNESS

It is usual to look for modesty and cool restraint in British official documents, and we value these qualities most when they are accompanied by clarity of expression and definite proposals ; but in the present case the humility is so deep, the vagueness so general, and the professed unreadiness for concrete proposals so marked, that their cumulative effect is disconcerting. It is difficult to believe that an august body like the London County Council, immersed in the detail of municipal work for a generation and having survived a hundred controversies, really has nothing significant to say as to its future, but faces *hari-kari* with quiet resignation. Our suspicions are aroused by some indications that the L.C.C. looks for a glorious resurrection under a happier dispensation.

Readers will learn with surprise that the word town-planning is not used in the Report, nor the thing itself remotely referred to under any form of words. As to housing, it is remarked briefly (par. 14) that the responsibilities might be shared between the new Central Authority—whatever it is to be—and the local authorities “ somewhat on the lines now prevailing in London.” But who, we may ask, is satisfied with the lines now prevailing ? Not even the Council’s witness, Mr. R. C. Norman, whose evidence on housing, as reported in the *Times*, December 8th, was as follows :

Asked what was now the position as between the County Council and the outside authorities in the matter of housing, Mr. Norman said they were all carrying out their schemes independently. A conference



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of 122 separate housing authorities existing within the police district passed resolutions showing that they desired the problem to be treated as a whole, but there was no machinery for carrying out their wishes. They asked for a new *ad hoc* authority, but the County Council thought there were enough *ad hoc* authorities, and dissented. It was a fact that local authorities did not like the London County Council to put up comparatively cheap blocks of houses in their areas, their objection being that the rates from them would not pay for the services which had consequently to be provided by the local authority.

### AREA, THE CRUX

Although nothing could be more important than to indicate, on the basis of twenty years' experience, how large Greater London may be, and what its chief administrative functions must be, the framers of the Report did not think it necessary "to go very deeply" into these questions. We cannot imagine the city fathers of Manchester, Paris, or Berlin, writing thus impotently. Yet we have to be grateful that "the governing principle" as to the determination of area is imparted to us in the minimum of words, the sense of which is that Greater London is to be the present continuous expanse of bricks and mortar plus those parts that are already doomed to be added to it. Some modification of this brilliant governing principle "might be admitted" after considering the water, electricity, and police areas now in vogue. For the benefit of sceptical readers who cannot accept our generalization, the actual text of the Report must be quoted:

In 1855 . . . the whole continuous urban area has been included . . . together with a surrounding belt as was likely to become of an urban character within a short time. That principle should be followed as far as possible. While there is no reason for omitting any part of the continuous urban area it would not be reasonable to include any considerable areas which are wholly rural in character unless they are likely, in the near future, to undergo considerable development (par. 8).

Crudely put, not Londoners, their County Council, the Royal Commission to which they appeal, artists, town-planners nor a Government Department, nor even the legislature can decide how great the area is to be; the thing is left to the building and land speculators on the periphery of London, and the traffic operators within it, to do as they please. When and where they stop will determine the frontiers of Greater London. Such is the wisdom guiding us from 1855 unto the present day. It is now time to break with the old tradition and attempt something new.

### LONDON AND THE REGIONAL IDEA

It is impossible for us to indicate here in detail the policy of the Garden Cities and Town-planning Association regarding the future of London. As the Royal Commission proceeds we shall do so at the appropriate time. Yet our readers will be prepared to hear that we think of London in very different terms from those used by the Report which we have briefly examined. As in astronomy, there is a threefold relation between the illuminated body, its umbra and its penumbra, so in reference to the metropolis we have to think of London, Greater London, and Greatest London; together they form one system. There is an idea abroad to which we have referred in our recent articles on Local Government, but of which enough has not yet been heard, that Greatest London exists potentially far beyond the borders of the built-up area and includes not only the most distant suburbs, present and to be, but vast agricultural lands, undeveloped areas and open spaces. Also, it includes many villages and satellite towns. How can this be? The idea is that "Greatest London" is not London only, but London's economic and industrial radiation, London's road and rail traffic service, London's homes and amenities, London's river and coastal resorts, her social atmosphere and influence. In a word, we should be thinking of the Metropolitan Province or Region of London as a real existent entity, though not yet endowed with legal form and administrative functions. The importance of a sound decision on this matter cannot be exaggerated; if London is again to be cooped up in her own bricks and mortar for another sixty-five years her true development will be delayed. Development does not mean increase in size but, possibly, even decrease, or, at least, cessation of growth; it means, however, redistribution of factories, population and houses, increase in efficiency and of rational management and in the due performance of functions as an economic and social centre, and as a capital city. London can only function properly at the centre of a London Region. When this is agreed to it will be time to talk of the area over which the resurrected London County Council may reign.



# Amsterdam, Past and Present

By DR. H. P. BERLAGE.

*The following is the substance of a lecture delivered on November 16th, 1921, at King's College, Strand, London, under the auspices of the Garden Cities and Town-Planning Association. Sir Walter Townley, K.C.M.G., was in the chair.*

ORIGINALLY a mere fishing village near the Zuider Zee—a gulf of the North sea—Amsterdam soon developed through commerce and fishing, and in 1342 it grew to be a Hansa Town.

I must begin by emphasizing the most characteristic element of the Dutch town, because it is unavoidably connected with its architectural aspect. This element is the canal, bound by two quays, along which the dwellings are situated. In our flat country, with its broad rivers and waterways, the canal is one of the principal trade thoroughfares in the towns. In the old days all business firms had their warehouses, and the goods that came from oversea were brought to the merchant's very door, loaded on barges. Of course, this sort of traffic has now altogether ceased, and consequently the canal has lost a great deal of its importance. As it is nowadays only used for local shipping traffic, it only occurs very rarely in modern town extension. But the canal is a splendid town-planning element in an artistic as well as in a practical sense, for the front lines of the houses stand farther apart than is ever applied in an ordinary street, which assures an ample supply of light and air. The water with its moving traffic of ships is a most ideal decoration of the town frontages which are reflected in it. And what is more, the quays along the water's edge are fringed with trees, which are thus at a sufficient distance from the houses. These elements render the aspect of the Dutch towns exceptionally picturesque.

From a town-planning point of view, Amsterdam is the most important Dutch town, because its complex of canals is the only systematical and imposing one—a point to which I will return later on. The customary comparison with Venice is, therefore, limited to the water, which divides the town into islands. For this "Venice of the north" has no further resemblance to Venice of the south.

## THE FIRST TOWN

The plan of the original town consisted of a few parallel canals, with a few houses rising directly out of the water, and communicating with each other by narrow cross-streets. The inner, and most important harbour, is the so-called Damrak at the mouth of the river Amstel, flowing from the south into the sea-arm called the Y—a bay forming a communication with the Zuider Zee (Southern Sea). There is no trace of a regular construction, which proves that no plan was made beforehand, as is usually done.

The year of the town's foundation indicates that its architecture begins with the Gothic style, although the Norman may originally have appeared now and then. Nothing, however, now remains of secular Gothic architecture, and only a few churches are to be found as examples of the ecclesiastical Gothic, e.g., the Old Church and the New Church.

## THE GOLDEN CENTURY

It was not until about 1500, with the beginning of the Renaissance in Holland, that Amsterdam began to develop at a great pace, as the extraordinary town of commerce, art and science—the town of Rembrandt and Spinoza, and the capital, worthy of this small country, which had become a country of international importance in the seventeenth century. No wonder that Dutchmen speak of it as their "Golden Century."

In art, as well as everything else, the Renaissance signified a reaction against Church dogma. And in opposition to the mediæval spirit the Renaissance assumed a national character in every country, and in Holland this was very decidedly the case. This free development of personal thought, this individualization of man *nowadays*, works in a direction contrary to the Renaissance ideal and produces intellectual anarchy.

During the historic period Amsterdam was twice extended. The extension of



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Decorative plan of old Amsterdam from the North, drawn by Dr. Berlage

the actual centre began in about 1480. One of the few remains is a town-gate and a tower, belonging to the fortifications. This plan has been preserved in a fine map of 1544.

Later on the larger extension followed with the famous plan of the canals, which gave the town the form of a regular polygon. This scheme is geometrical without being monotonous. It is monumental and still exceptionally picturesque, on account of ingenious application of the canal motive. For the present day, however, this scheme has the drawback that the radial streets are too narrow; it is evident that in a town with such a ground plan as that of Amsterdam, the traffic must concentrate more and more in these radial streets. This fact explains the energetic attempts of later years to broaden these streets, or to construct new ones.

Moreover, the old Dutchmen knew how to build towers, of which several fine specimens beautify the silhouette of the town.

The Protestant Church architecture should be specially mentioned here; in the first place

the Western church is the most important, with the highest tower of the town.

Amsterdam's greatest prosperity was reached in 1648, when the peace of Münster put an end to the eighty years' war with Spain. It was then that the *new* Town Hall was built.

Amsterdam, otherwise poor in monumental buildings, possesses in this Town Hall, which is, for a century, the Royal Palace, a monument of real architectural importance, especially on account of the splendid statuary by the sculptor Quellinus.

Amsterdam possesses very fine specimens of domestic art dating from this, as well as from the Napoleonic empire period, in its wealthy merchant dwellings, whose façade-architecture is, nevertheless, characterized by its extreme simplicity.

Although your country—with Ruskin, Morris and Carlyle—deserves the credit of pioneer, the impulse towards renewal was everywhere latent and especially in Teutonic countries. This impulse was very strong in Holland. Amsterdam has, for a long time, remained inside the limits of its last extension. But in 1870, Holland also felt the influence of Germany's prosperity after the Franco-German war. The ramparts of Amsterdam, seen in the decorative plan above, were demolished, the town spread out, but by lack of insight it did so in a manner that is now marked in the international *black list* of town extensions! Moreover, the idea that town-planning is an art had quite disappeared in the general relapse of the architecture of those days.

## GREATER AMSTERDAM

A glance at the extension (late nineteenth century) plan of Amsterdam shows how enormously it differs from the seventeenth-century plan, which was designed by a French architect, but never carried into effect.

The greatest pity of all is, that this extension not only completely ignored the splendid concentrated original plan, but also rendered later addition impossible. It was the lack of sense of beauty that made the necessary changes in the interest of traffic so fatal to a town like Amsterdam. Canals were filled up, bridges were lowered, old buildings demolished. It seemed that architecture must be renewed before the idea of "hands off" our city could revive.



## AMSTERDAM, PAST AND PRESENT

And Holland has now actually played an important part in this renewal. In this connection, the lately deceased architect, Cuypers, must be mentioned. He was a kindred spirit of your gifted countryman, Waterhouse.

The attempts at innovation in art, also propagated in literature, were energetically followed up in Holland, beginning with furniture, then with small dwellings, and finally, in monumental buildings such as the new Exchange at Amsterdam, designed by myself for the municipality. This commission was also important from the town-planning point of view, because the Damrak, a canal which had to be partly filled up for this purpose, was the beginning of a necessary central thoroughfare from north to south.

During the erection of the Exchange from 1897 to 1904, I was commissioned to design the extension plan for South Amsterdam. After its revision several years ago this plan has now been accepted. This signified, once

and for all, that town-planning was recognized, not to be a task for officials, but for architects and especially for architects outside officialdom. An extension plan was made, which realized the newest ideas on town-planning. The programme included the requirements for traffic as well as the situation of public buildings. As to the dwellings, the three types (the workman's, the middle-class, and the wealthy people's) were grouped with regard to the probable development of the town. A rigorous division into special quarters for labourers, middle-class, and wealthy was avoided, and a new architecture arose, free from historical styles. Several gifted young architects are now enthusiastically devoted to the development of a national architectural art, in spite of individual differences.

As a matter of fact, this architecture, which in its general conception shows affinity with other countries, is national in its special character.



*Plan of Amsterdam: The semi-circular portion represents the town up to the 18th century; the 19th century extension is shown in the dark triangular portion; the southern extension, designed by Dr. Berlage, is the lighter portion; there is also a western extension planned.*



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A part of this character is due to bricks, notwithstanding the use of iron and concrete even for monumental buildings.

### THE SOUTHERN EXTENSION

The direction of the general building up of the southern extension plan was, moreover, entrusted to me as designer, whereas judgment concerning the actual building was practised by the "Commission for Architectural Beauty," established some years ago for the inspection of all building plans on municipal estates.

Opinion is fortunately now sufficiently matured to acknowledge that artists ought to be able to control the entire aspect of the town. The building contractor, in his complete powerlessness, was the cause of the artistic calamities. For he consequently

reduced the new neighbourhoods to a maze of hopeless monotony and noise. The unconscious growth of the town's aspect (its character) by many, will now be replaced by the conscious design of one only.

And I believe I may prophesy that the present town extension will some day testify to an exceptional realization of the architectural idea. This southern extension plan only signifies the partial fulfilment of Amsterdam's task. For it will necessarily have to be followed up by a plan for the entire city, enlarged as it is by the recent annexation of the neighbouring rural communities.

This is the only possible solution of the problem if an irrational connection is to be avoided between the different parts of the town, each of which may form a unity of its own in its plan, as well as in its erection.

## Town-Planning in British Malaya

By CHARLES C. READ, *Government Town-Planner, Federated Malay States.*

TOWN-PLANNING powers of a limited character have been in operation within the Federated Malay States since 1917, under an Act based partly on Cingalese and partly on English legislation. Under this Act the local authorities (known as Sanitary Boards) have inaugurated various schemes for town improvements. Town-Planning committees have also been formed in several states. These committees comprise chiefly representatives of the sanitary boards and heads of Government departments affected.

Much good work by these committees and boards has been accomplished, but the difficulties to be faced are not merely the preparation of suitable plans and schemes within the means of the Government and sanitary boards, or the making of the preliminary civic surveys beforehand, but the inadequacy of existing powers and machinery when it comes to dealing with economic and administrative questions relating to resumptions, methods of rating and valuation of land, exchanges and redistribution of ownerships, etc. I have therefore given much attention to these matters since I took up my duties as Government Town-Planner in February last. The Government is now introducing

legislation by way of amendments to existing Acts which should assist towards overcoming future difficulties. Town-planning legislation is, of course, also required.

### THE RESULTS OF NEGLECT

Despite an excellent system of survey the practice of subdividing agricultural land into numerous arbitrary shapes or holdings conforming either to topographical conditions or the special needs of individuals, has complicated the problem of planning and effective control of sub-divisions, especially as land in this country is held in small parcels by very numerous owners both Asiatic and European. The incidence of racial problems has also to be taken into account. Rapid growth and development under speculative conditions in the highly prosperous days before the slump has produced the usual lack of proper arterial road systems, waste in residential areas, overbuilding in others, intermixture of factories and commercial premises with shopping and residential districts, etc. In some instances the full effect of haphazard developments is to a large extent confined to land in private possession only. Large areas of State lands still remain unalienated, although partly built upon. Valuable city land, for



## TOWN-PLANNING IN BRITISH MALAYA



**Railway Station at Kuala Lumpur**

instance, is sometimes occupied by residential quarters. This gives exceptional opportunities for replanning and improvement based on exchange or revenue sales, quite apart from development schemes in new areas.

Tin-mining operations in and around most of the principal towns have produced extraordinary problems. Many of the rivers have silted up their original beds and are now flowing almost on a level with the surrounding country. Flooding problems are very severe in places and much attention has been, and is being given to the matter. Portions of one town have entirely disappeared under silt and its remaining areas must now be abandoned.

The Government, recognizing that many preliminary inquiries and proposals must delve deeply into the administrative side of town-planning, has given every assistance for working out actual schemes. The staff of the Government town-planner at present consists of : (1) Engineer with town-planning knowledge. (2) Architect with town-planning knowledge. (3) Draftsmen and Tracers (Asiatic). (4) Chief Clerk. (5) Assistant Clerk, Typist, Office Peons, etc.

Co-operation with different departments dealing with Lands and Survey, Public Works, Railways, Anti-Malarial Drainage, Sanitary Boards and Local Government Executive Engineers, is having excellent results in saving time and marshalling the essential preliminary data without which one can do but little.

### *A SCHEME AT KUALA LUMPUR*

The Government has also appointed an influential State Advisory Town-Planning Committee comprising the British Resident of Selangor (Chairman), the General Manager

for Railways, the Director of Public Works, Principal Medical Officer, Surveyor-General and others. Several schemes have been approved by this committee, including a new factory area for Kuala Lumpur, which is now in process of being carried out. Several important firms have already taken up sites in this area.

Apart from Kuala Lumpur, where there is a big but highly interesting task in providing for its improvement and development as the Federal Capital (including several new groups of public buildings, federal council chamber, etc.), schemes require to be formulated for a number of other important towns like Ipoh, Táiping, Seremban, Kuala Lipis, etc. The plans for the new ocean port of Prai (opposite Penang) are nearing completion, and form one of several new towns which require to be laid out independently of the problems of existing cities.

Most important of all is the devising of legislation and administrative machinery suited to the requirements of a British protectorate or Federation of States largely peopled and worked by Malays, Chinese and various Indian workers. In this respect the drafting of the ordinance for the creation of the Singapore Improvement Trust is providing valuable experience and material. In all these cases results come quickest, of course, where there are a number of minds brought to work conjointly.

Although the prospects of rapid development have been checked by the prevailing "slump" in rubber and tin, the Federated Malay States are a fertile field for town-planning, because, even more than in Australia, the largest developments in town extension and multiplication have yet to come. The life of the tropics and the natural limit there is to energy, as well as "the-will-to-do," conspire to prejudice foresight and hinder capacity, but I am bound to say nevertheless that the public service of this country as a whole is especially keen to see and bring about further progress and development on the best lines. In this it is much aided by permanent officials of exceptional ability, who work very hard. Englishmen were never much good at disclosing their feelings and sentiments, especially where there are problems of Imperial development to be overcome, but beneath the official exterior there is a solid determination and ideal



## GARDEN CITIES AND TOWN-PLANNING

which has already made this country self-supporting and self-contained. For its size it is also one of the wealthiest of the Colonies. Many officials commence work not later than 7 a.m., because the cool hours of the morning are undoubtedly the best for clear thinking. There is, in fact, a decided movement towards making office hours from 7 a.m. till 2 p.m.

The towns are not easy to describe with their multiplicity of coloured peoples each with their own differing interests and indigenous problems. Many of these towns, with their wealth of tropical trees and delightful residential quarters, are a joy to see. Their informal growth and departure from rigid lines, and the symmetrical charm of their many curving streets winding along the hills and valleys suggest great possibilities in planning. The deeply ingrained distaste for the curve in street-planning amongst many Australian surveyors of the conventional school finds little support. It is interesting to record, in fact, that many of the Surveyors here are Australian, and when one proceeds to adduce the old-fashioned professional arguments, their general response is a broad all-comprehending smile. Presumably there is some explanation for it which has yet to be fathomed.

### *OBSTACLES IN THE WAY*

In this and other eastern countries there is a very difficult problem to overcome in replanning and redistribution, partly owing to the awkward shapes into which holdings have been surveyed, but chiefly due to the fact that the lands are frequently owned by Chinese, Malays and Indians. Readers of this

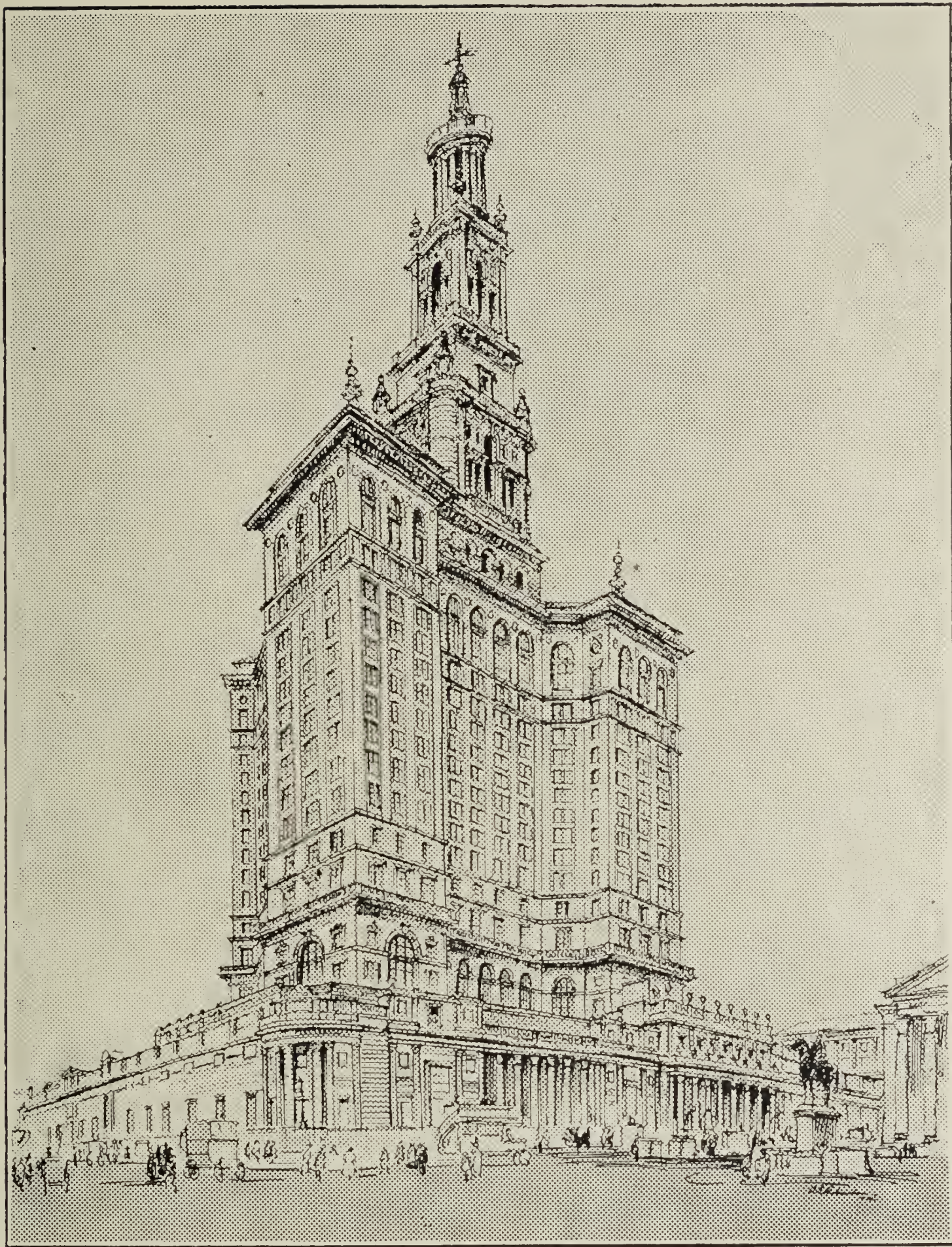
JOURNAL will know of the replanning schemes inspired under the "Bombay Town-Planning Act," by German examples that are now being worked out in Bombay on a system of debit and credit based on compensation and betterment. The last word in this method has not been said. It is rather complex and leads more to regroupings of ownerships to suit private individuals than to any proper planning productive of sociological as well as economic betterment. The architects, I fear, would find little of those æsthetic principles without which we are like mariners minus beacons. Without communal control over land, as at Letchworth or Welwyn, and without the elimination (if only temporarily) of the individual holder in all schemes of urban and rural development, I fear that the big stride forward so often desired will still remain untaken. Education may help us in time. In these eastern countries the same passionate and age-long tradition for the individual ownership and direction of the soil and its appurtenances prevails. Not even government by permanent official has succeeded in preventing it militating against and intensifying the problems of the growing town as it attains towards the mature result of the nineteenth-century pioneers and ideals. At this stage I am not disposed to say what line of policy will be shaped in the hope of seeing town-planning and the garden city principle applied in this young wonderland of the east, but I look forward to some permanent result of my visit, and incidentally very many labours under all the disadvantages of a trying climate.

## Higher London and Zoning

THE agitation for a Higher London has again broken out. The offensive has this time been taken by the Incorporated Association of Retail Distributors and they have advanced upon the London Building Act of 1894 with "Higher Buildings and Larger Cubical Contents" for their slogan. In the second wave of the attack appeared the Building Act Committee, appointed some time since by the R.I.B.A., and now proclaiming that they are "wonderfully encouraged" to find that the Incorporated Association of Retail Distribu-

tors have adopted the scheme put forward by themselves. This scheme, they admitted, has not yet been approved by the Council of the R.I.B.A., and is, in fact, at present under its consideration. That a committee should give publicity to a Report not yet approved by the body which authorized its preparation is a somewhat irregular proceeding, but we are concerned with the object of the agitation rather than its methods. The ratio of building height to street width is an essential factor of town-planning, and any increase of the present congestion in the centre of great





**A Taller Bank of England**

*Design by Professor A. E. Richardson.  
Reproduced by permission from "The Times," Dec. 5th, 1921.*

cities would aggravate the problems which we believe should be solved by the creation of satellite towns.

Either by accident or design the revival of the agitation synchronized with the Exhibition of American Architecture at the R.I.B.A. American architecture is identified so closely in the popular mind with skyscrapers that

it may have been imagined that the mere fact of such an exhibition being held in London created an atmosphere unfavourable to the maintenance of the Building Acts restrictions. Fortunately, however, the Exhibition was not in any sense a glorification of the skyscraper ; on the contrary it was, in part, an apology for the skyscraper, in part a plea for forgive-



## GARDEN CITIES AND TOWN-PLANNING

ness and a demonstration of the better things of which architecture, even in New York, is capable. Sir Aston Webb quotes all American architects with whom he has spoken as saying that they put up skyscrapers because they are obliged to do so, not because it is a splendid thing to do, and of these architects one of the most eminent, Mr. Donn Barber, at a meeting held in connection with the Exhibition of the R.I.B.A., applied American experience so appositely to our London problem that only the supposition that certain interests are deliberately organizing propaganda for higher commercial buildings explains why his speech has not been given as much publicity as the opinions of the Incorporated Association of Retail Distributors and their backers. His whole speech may be read in the *Journal of the R.I.B.A.*, but the following paragraph may be quoted for its force and directness:

I understand that you are now beginning to think something of skyscrapers in London. Skyscrapers are high buildings which had an American reason in New York, and certainly a New York reason. The reason was this: in the southern part of the city, property was in very small freeholds, held at very high prices. Someone conceived the idea of building very high buildings on the very small lots, and with the advent of steel for supporting members of our buildings these skyscrapers began to grow. The skyscraper began to be known as an American invention. It has no place anywhere else, and it really has no place to-day in America. Since that time, during the last twenty years, we have developed our transit facilities to such an extent that we no longer have to huddle together. However, these buildings were growing up like a field of asparagus plants, vying with each other, cutting out light and air, and making the lower storeys near the streets practically uninhabitable.

While in this country we are interested in zoning, at least to the extent of criticizing the term used, America has been compelled by the existence of skyscrapers to put zoning laws into practice. Owners of eligible plots in American cities, knowing that skyscrapers were less desirable, and often less profitable than lower buildings, that giving space to express and stopping lifts diminished the rentable area, and that the cost of construction per cubic foot was out of all proportion with the number of storeys, were compelled themselves to build skyscrapers if they would assert any part of their claim to light and air. In our narrow London streets there are, even with our present building laws, too many rooms which glimmer with the anæmic light of reflectors, or which, giving up all

claim to daylight, have to be content even at brightest noon-day with artificial light. The sooner we get seriously to work on zoning the better; it would be almost incredibly foolish for us to make empirical experiments in high building before we assimilate trans-Atlantic experience. Zoning is a preventive, and should be applied before a single over-topping building has compromised a whole district.

We reproduce by courtesy of *The Times*, a sketch for a taller Bank of England, by Professor A. E. Richardson, F.R.I.B.A.

"My sketch," comments Mr. Richardson, after saying that the medieval lay-out of the City makes buildings of great height impossible and that the present restrictions work well, "is in the nature of a fantasy. . . . I have prepared it to arouse criticism and discussion and to call attention to the fact that it should be possible to build from within the Bank of England a building which would act as a foil to St. Paul's." That his masterpiece needed a foil would be a sad and humbling thought to Sir Christopher Wren, and when *The Times* adds, "It is designed as a counterpoise in the east of the City to the great pile of St. Paul's in the west," we feel creeping back on this generation the æsthetics of the mid-Victorian mantelpiece with its opposing china figures and its symmetrically placed vases. And why this anxiety to preserve the outer walls of the Bank, a building completed by Sir John Soane in 1788, "by no means free from architectural faults," as Mr. Richardson admits, and quite incapable of bearing so monstrous an upthrust of its centre?

But from the town-planning point of view the proposal is interesting by reason of its implicit confessions. The pyramidal pile has a beauty which would be utterly lost without the set-back. But the set-back diminishes its rentable value. If the set-back were done away with, and the building carried up from the edge of the site for the 150 ft. now advocated, Lothbury and Prince's Street would become unendurable. The owners of adjoining sites could not in justice be denied the right to rise twenty storey high in search of light and air. The contagion would spread until St. Paul's would be not counterpoised, but enveloped, and no tolerable habitations of men would be found at less than a hundred feet above the level of the street. The problem of transporting the present day-time population of the City has not been solved



with such conspicuous success, that the prospect of a vastly aggravated problem can be faced with any confidence.

The Singer and Woolworth buildings are said to be good advertisements. They pay not more than  $1\frac{1}{2}$  or 2 per cent. on their capital cost. Possibly the Incorporated Association of Retail Distributors, when they

go into the economics of their proposal will draw back. But the danger lies in the attitude of the public mind, which still imperfectly realizes the inconveniences, discomfort and dangers of that form of city organization which allows increasing congestion at the centre and a constant widening of the fringe of haphazard and planless suburbs.

### What is a Garden City?

**W**E desire to give special prominence to the book published last month under the title *Town Theory and Practice* (Benn Bros. Ltd., 5s. net), and we hope our readers will regard this short review as a stimulus to obtain and read the book itself.

In spite of the fact that there are several good books about Garden Cities not yet out of date, there was needed just such a book as this at the particular moment of its appearance, a book which should, in the post-war atmosphere, re-present the familiar arguments, fortified with data collected from the experience of recent constructive endeavour.

Nothing could be more happy than the design of the book, which is to support and elaborate the several elements of the well-known definition of a garden city. It is not a symposium in which several authors contrive to say something different about the same thing, but a synthesis of ideas upon five different themes. Considerable credit, therefore, is due to the book's editor, Mr. C. B. Purdom, for having been able to secure a body of writers who have succeeded in producing a unity out of a multiplicity of topics. It is a test of the soundness of the garden city principle which, like a touchstone, unifies the separate parts into a compact whole. The definition which the book expounds cannot be too often repeated:

A Garden City is a town planned for industry and healthy living; of a size that makes possible a full measure of social life, but not larger; surrounded by a permanent belt of rural land; the whole of the land being in public ownership or held in trust for the community.

Professor Lethaby deals with the first word "town" in his well-known and attractive way, and takes us at once into the realm of philosophy to some good purpose. Mr. Pepler's portion of the definition deals with industry as man's chief response to the pressure of

necessity, and shows that the town must be *planned* for industry and healthy living, not, as most towns are, just used by industry, leaving health to take care of itself. The important question of size of a town is considered by Mr. Raymond Unwin, who shows, we think, that there is a proper ratio between the size of a town and the size of men who live in it, or the society which they constitute. Towns can become so large that an individual loses his personality and society its significance. Deeply interesting also is the question of a permanent agricultural belt, explained by Sir Theodore Chambers; a feature representing not only health and beauty, but also of economic importance in relation to food and its transport. The legal aspect of the question of tenure is dealt with by Capt. R. L. Reiss, who handles the matters usually productive of controversy in a very practical manner. The introductory chapter by Mr. Purdom gives a history of the idea of garden cities and a very clear statement, accompanied by beautiful maps of the only two garden cities, Letchworth and Welwyn, that have as yet been planned and built.

The Royal Commission on the future Government of London should be provided with copies of this book, and would find therein things never dreamed of in London County Council philosophy. Ministers of Health, past, present and to be, might find in its pages many luminous ideas. Captains of industry and even corporals will learn a little more as to their function and responsibilities alike to society, which they affect to serve, and their employees' welfare and comfort in factory and home. Garden Cities are not a patent medicine designed to cure all the ills of modern civilization, but we believe that they are an integral part of that radical cure which must sooner or later be applied to the physical structure of our society.



# Review of American Periodicals and Reports

*The National Municipal Review* covers a wide field of interests and contains of late articles on "Simple Zoning Regulations," "Municipal Street Cleaning Wins in Philadelphia," and "The City Manager Movement." An interesting suggestion in the psychology of town improvement is made by Harlean James, who says "If your town is dead you can't sell it a park program or a city plan right off the bat. . . . Begin with a garden committee." The argument is that "everybody likes gardens." We hope this is true. In the June issue Raymond V. Ingersoll reports on New York's new Traction program, which is a vast affair supplementing the city government as far as traction is concerned. A further article by Harlean James on Housing argues that the Government experience as builder and landlord was justified only by war, but that it should now be restricted, like the department of agriculture, to collection and dissemination of information. September, 1921, contains an article by Eugenius H. Outerbridge, the chairman of the Port of New York authority, in the course of which he points out that the port over which he presides has a greater number of sheltered bays and a greater mileage of shore front than any other port in the world. The prospect of 800 miles of wharfs and docks "on a water front susceptible of development for the uses of commerce and industry" is a terrifying one which we hope will not be realized.

*The American City* for August and September is before us and contains, in popular form, articles on every conceivable civic interest from municipal policewomen to sewage disposal, not forgetting city planning. It is significant that in our country there is no parallel to this fine magazine.

## ARCHITECTURE

The issues of *The Architectural Record* (New York) from May to August provide a feast of illustrated articles of a high character, standing midway between the popular and the highly technical extremes: two Italian studies and the rest within the borders of the States. Architecture, being one of the practical arts which has to place itself at the disposal of various elements of the community, is seen in the pages of the *Record* applying itself to big finance in the design of Banks and Guaranty Corporations, General Department Stores, sumptuous mansions for the rich and apartment buildings for the moderately poor. Of especial interest is an article by Alfred C. Bossom on the decorative work of Nicholas K. Roerich, the Russian designer, who seems to have found a home for his talent in America. We notice with interest a series of articles by Willford I. King, on "The Building Prospect" (April, May and June issues), constituting a study of the major economic factors bearing on present and future costs, future income and the demand for buildings. The author demonstrates that before 1916 there was a steady parallel between the cost of living and house rentals, but that from 1916 to 1921 there has been a gradual rise of rental to about 70 per cent. above datum, while wholesale prices have soared from 1915, wildly and rapidly, to

175 per cent. above datum in 1920. In his concluding article the author estimates that the amount of private buildings actually constructed in 1920 was not much more than four-sevenths of the customary requirements of the people.

In turning to the *Journal of the American Institute of Architects* we always expect to meet with something more than architectural display, and the issues for July and August are not disappointing. The editorial "Shadows and Straws" are suggestive as usual. In regard to the "shadows" we must say we have never been able to admire the photographic studies of Mr. Lubschez which appear in the pages of the *Journal* from time to time. Is Center Street, New York City, in broad daylight really like Manchester in a November fog? The same gloom enfolds the reproduction of Claude Bragdon's designs for a production of Hamlet. We do not understand the depressing pose.

Mr. Clive Bell, "the English critic," is quoted as writing something profound upon absolute beauty; it appears necessary to him, however, to express himself on such a metaphysical topic in the language of gymnastics rather than of psychology—"we are bowled over," "something lays us flat," he says. The contribution perhaps falls into the category of "straws," and is only mentioned by us because of our jealousy of the behaviour of our countrymen abroad.

In the July issue Rudolf Dircks continues a very happy treatment of the Literature of Architecture illustrated from examples in the R.I.B.A. collection, while in the August issue F. L. Ackerman continues his subtle studies in the financial ethics of the building industry. A useful summary of the Guild System in England appears in the September issue from the pen of Mr. G. D. H. Cole, who quotes from the report which appeared in our pages recently.

*Landscape Architecture*, a quarterly published in Harrisburg, Pa., quite rightly understands its interests as including the question of town-planning, and devotes its July issue to an article on "A comparison of town-plans," rather slightly treated by Frank A. Waugh. Also we learn from its pages of what is called Belgium's unique Garden City, near Genck in Limbourg, while Italian gardens are the subject of an article by Mr. Edward G. Lawson.

*The Architectural Forum*, of which we have received the issues for June, July and August, is a wonderful production devoted chiefly to modern American architecture. The illustrations are good and numerous, varying from gigantic hotels to older colonial dwelling houses, casting a glance at housing schemes and garden suburbs. The July issue deals with the new Cunard Building in New York, which for beauty of interior design surpasses, we should think, any commercial building in the world. A very useful article of a theoretical character on "Proportion in Architecture," by Waldemar H. Ritter, is the most notable feature in the August issue. We look in vain, however, in this fine publication, for any indication of deep interest in the planning of towns.

*The Architectural Review* and *The American Architect*, hitherto separately published in New York



# REVIEWS OF AMERICAN PERIODICALS AND REPORTS

and Stamford, Connecticut, respectively, have apparently combined since the August issue. More concerned with artistic and archæological interests than the *Forum* just referred to, but equally sumptuous in appearance and contents. We do not notice anything which calls for special mention.

## HOUSING IN NEW YORK

In *The Metropolis* we enter the arena of civic politics and leave the quiet atmosphere of archæology. Mr. Henry H. Curran, "the next mayor" of New York City, tells what he will do to relieve the housing problem. He is very emphatic, as the following words show:

"The question of finding homes enough to go around in New York City is to-day the biggest problem that ever faced a municipality. With our population increasing at the rate of about a million every ten years, and with our present shortage of homes near the 100,000 mark, even the pressing need of adequate transit facilities, schools, port development, etc., must take second place to our housing problem. We cannot evade it; we cannot postpone it. We have got to have more homes, and we have got to have them quickly. . . . We have outgrown everything in New York. We need more transportation facilities, passenger and freight. We need more schools for our children. They have the right to ask of us the same facilities for education that we had when we ourselves were children. We need more parks and more playgrounds. But, most of all, we need more homes. Give us the homes first."

What the new mayor will do to house the population when the Chairman of the Port Authority has lined the 800 miles of New York Harbour with wharfs, docks and warehouses, we scarcely dare to think.

*Housing Betterment* for September, 1921, is a further example of rapid and extensive surveys which we have learned to expect from the National Housing Association of New York. There is a useful sketch of housing and planning work in Holland and a very full bibliography of literature on the subject in which England figures well.

## PARK REPORTS

The civic work of the numerous Park Commissions and Parks Association in the United States continues with increasing vigour.

*The Thirty-First and Thirty-second Annual Reports of the City Parks Association of Philadelphia* records continual progress with the Fairmount Parkway and considerable additions to the Park System by purchases and bequests. The thirty-eighth Annual Report of the Minneapolis Board of Park Commissioners is a well-produced volume that tells of continued improvements in the Park System, which now totals over four million acres (land and water). *Parks and Memorials of the State of Illinois*, compiled by C. M. Service for the Department of Public Works and Buildings is an interesting report of the work that has been done in preserving historic sites and buildings. This work is being done as part of a comprehensive plan of similar work throughout Illinois. The illustrations show that some of the places thus dedicated have great æsthetic value.

The City of Sacramento (California) has an unusually large acreage of public parks, and these are very well distributed over the city plan. The upkeep and management of California parks differ somewhat from those of the central and eastern United States and England, in the fact that there is no rain during the summer months from about the end of April to the middle of October, and, therefore, irrigation or artificial watering must be carried on on a large scale. Despite this fact the parks of Sacramento present a green appearance the year round, and offer the lovers of plants a wealth of plant material found in no other section of the country. Their gardeners are able to use practically all of the eastern flora and, in addition, a very large list indeed of tropical plants.

The park department of the city endeavours, in so far as possible, to interest property owners in the beautification of their home grounds. The work on the street trees of the city is organized as a special department under the supervision of the Park Directors. Its report is very interesting.

*The Annual Reports of the City Plan Commission, Providence, Rhode Island*, for the years 1915-20, contains repeated insistence on the value of a careful survey and a comprehensive plan. Unfortunately the Commission have not received sanction for the expense necessary in the production of these. They have therefore devoted their energies to local improvements which, judging from these reports, are of considerable value.

*Board of Local Improvements (City of Chicago)* is a well-illustrated pamphlet dealing with the most important activities of the Board during the past six years. It is an excellent example of publicity for popularizing civic improvement.

The September-October number of *Art and Archæology* is a production of very special merit devoted to art in Chicago. It contains an article by Mr. C. H. Walker, the late Chairman of the Chicago Plan Commission, in which he describes how the plan came into existence and the work of the Commission.

*Local Survey and City Planning Proposals for Bristol, Conn.*, by John Nolen, reaches the author's usual high standard. It is interesting also because Bristol is one of the older towns of the United States, has a population of nearly 21,000, and for these two reasons approximates to the small towns of this country that will soon be compelled to prepare town-planning schemes.

*Building Zone Ordinance (City and County of San Francisco)* is a handy and well-produced booklet consisting of the zoning ordinance approved in October of last year and the zone map shown in fourteen sections. The Commission are to be congratulated, for it is no mean achievement to cover an area like San Francisco.

The Royal Institute of British Architects opened on November 23rd a very interesting collection of American Architectural drawings and photographs. The exhibits were hung with great taste and judgment and were worth inspection by those who do not realize the achievements of American art. We are glad to learn that the exhibition was well attended, and was brightened by a lecture from Mr. Raymond Unwin on American architecture.



# Reviews of Books, Etc.

For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place, W.C.1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.

*Guilds, Trade and Agriculture.* By ARTHUR J. PENTY. Geo. Allen and Unwin Ltd. 1921. 128 pp. 5s. net.

Mr. Penty's voice has, for many years, been one crying in the wilderness, and his conception of himself as a prophet is not altogether untrue. People like to hear what the prophets say and are beginning to take notice. As our readers know, the author of this book is a specialist in medieval economic history, from which he draws much useful information. The present volume seems to be intended to stimulate those who have, for a number of years been debating the possibility of establishing industrial guilds, to make up their minds at once—he says there is no time for delay—as to what their chief function is to be. The gist of the proposal is the fixation of prices on entirely new lines—or rather, on lines derived from old traditions. The guilds of the Middle Ages, says Mr. Penty, were bodies holding powerful monopoly; and such the new guilds aspire to be. They must, therefore, entirely abandon the speculative principle now ruling in commerce, and establish the “just price.” From this fixation our currency will become normal and necessary, instead of being what it now is, in the author's opinion. But what is the “just price”? It would seem that here we need a finer system of costing than is in vogue in our world at present, and there may be some possibility of a synthesis of the system of Major Douglas with the industrial guilds. The book is good reading and ought to have influence. We should be disposed to make a criticism of that part in which Mr. Penty traces the genealogy of ancient guilds and those that are to be. Surely the Trade Unions are in no sense yet the descendants of the older guilds; even if they eventually become full-blown guilds, and fix just prices, it would be more correct to regard them as “adopted descendants,” if such a thing can be. The lineal representatives of the dead guilds of the Middle Ages are the employers federations, shorn of the moral power and beneficent outlook these possessed, retaining only one function and that of self-interest. Perhaps Mr. Penty was hoping to encourage the modern Trade Unions to become what he wants them to become, by providing them with very honourable ancestors. But it was not necessary to depart from historical truth.

*Land Nationalization.* By A. EMIL DAVIES and DOROTHY EVANS. London: Leonard Parsons. 1921. 160 pp. 4s. 6d. net.

Of recent years the comparatively simple idea of nationalizing the land by legislative processes has been thrust into the background, along with nationalization of industries, as old-fashioned. The minds of industrial reformers have been busy studying guilds and their supposed second cousins, the soviets. By mere nationalization of land and industry the prospective beneficiaries would not get nearly enough: so runs the argument. The authors of this book, however, do not consider themselves old-fashioned

and do their best to make out a case *de novo* for their cause. We have said that the *idea* is simple; but the process is not. The authors decide in favour of purchase, rather than expropriation, and propose the issue of Government bonds to the value of four thousand million pounds to enable the nation to become proprietor of land and farm buildings. After that comes their proper use. Can we be sure that the desired increased production will result from nationalization? The authors think it will.

The book is well written and devoid of abstruse mathematical argument often found in such works. We recommend it to the attention of our readers, and of Mr. Penty.

*The Philosophy of Citizenship: an Introduction to Civics for Adults.* By E. M. WHITE. London: Allen and Unwin. 1921. pp. 128. 4s. 6d.

Although this work touches no great depths, it will probably be found interesting to beginners. It includes a sketch of a quite useful two-years' course which has been worked through with adults.

*The Industrial and Commercial Revolution in Great Britain during the Nineteenth Century.* By L. C. A. KNOWLES, Litt.D. London: Geo. Routledge & Sons Ltd. 1921. pp. 420. 6s. 6d.

The monographs by the writers connected with the London School of Economics have gained a well-deserved reputation for the careful arrangement of well-authenticated facts.

This volume, the sixty-first of the series, is well up to the standard of its predecessors. One may disagree with some of the conclusions arrived at by the author, but the facts of the great development from 1789 to 1914 are so clearly put that the work must be regarded as a well-constructed textbook of great value.

## SOME CONTINENTAL BOOKS

*Praktiska och Hygieniska Bostäder.* Illustrated. Stockholm: P. A. Norstedt and Sons. 1921. 323 pp. Price 8 Kronor.

This most useful book, the work of five well-known Swedish architects and engineers, headed by Mr. Ingve Larsson, represents, we should think, the best results of the Swedish study of house building on a large scale for modern needs. The introduction is brief and is followed by an article on site-planning and another on apartment dwellings. A long discussion on the problems involved in the construction of small houses and tenement dwellings, profusely illustrated, follows.

The section by Architect Oswald Almqvist deals with the choice of sites or territories for the placing of houses or housing schemes and gives plans of large developments in Gothenburg, Holmsbruk, Söderhamn and other places. The concluding portion is by Erland Hedström, who deals with street planning and road making in an interesting way. Quick and heavy traffic is making great demands on our civil engineers and undoubtedly affects the



planning of towns and new building schemes. In this respect the character of the latest Swedish plans seems to be explained, for they conform neither to the old gridiron or the radial design, but are composed of continuous curves and the avoidance of sharp corners.

*Kronborg Have.* By Laurits Pedersen. Copenhagen: G. E. C. Gads Forlag. 1920. 160 pp.

This work is of more than ordinary interest to a variety of persons, in which we should include ornamental gardeners, architects, historians, archaeologists and Shakespeare-Bacon controversialists. It is a thorough research into the history and design of the garden or park of Kronborg Castle in Denmark (otherwise called "Lundhave"), Hamlet's Garden, the pleasaunce of Marienlyst and Hamlet's grave; replete with illustrations.

The author seems to have unearthed facts relating to the visit of English actors to the Danish health resort of Helsingør in our Tudor period, and gives a very attractive sixteenth century perspective of the town and castle of "Elsinore," made immortal to English playgoers by the tragedy of Hamlet. It is fascinating to believe, if we can, that the "moody Dane" walked these very streets, suffered, died, and was buried here, far back in the romantic period,

leaving behind him memories that were gathered and put to such good use by our own Elizabethan poet.

*Constructie van Gebouwen: (vierde deel) Kappen.* By J. G. WATTJES. Amsterdam: A. Ahrend and Zoon. 1920. 80 pp. 1 florin per section.

This very valuable publication on building construction by the professor at the Technical High School at Delft is issued in parts, the first of which is devoted to *Kappen*, which includes in one family all kinds of roofs, domes, spires and steeples. It is surprising how many ways there are of covering a building with the necessary protection and artistic finish. As the men of the low countries have always been noted for their high pitched roofs and spires, it strikes us that the book before us is somewhat restricted in its scope, dealing for the most part with the everyday capping of homes for the *volks-huisvesting* that is going on so rapidly in Holland just now. We are not to look for beautiful cupolas, graceful spires or other imaginative flights just yet. The first part of this section deals with the types of roofs on the visible side, and the second with the invisible side which is so important; the third commences with *dakbedekking* or roof covering. We shall look forward to receiving the remaining parts of this useful work on building construction.

## Notes and News

### PUBLIC UTILITY SOCIETIES AND BUILDING MATERIALS

The Garden Cities and Town-Planning Association has placed before the Ministry of Health the difficulty met with by one Public Utility Society in obtaining materials through the Director of Building Material Supplies, when it was in a position to obtain materials cheaper from an outside source. As a result this condition of purchase has been waived. The Secretary of the Association would be glad to help any other Public Utility Society which finds itself in the same position.

### HOUSING TO DATE

We are informed by the Ministry of Health that the position on December 9th, 1921, with regard to the building of houses under the National Housing Scheme, was as follows:

Tenders for 165,000 houses have been approved.  
Contracts signed for 159,400 houses.  
Houses commenced, 141,500.  
Houses completed, 70,110.

It will be observed that these figures are unchanged from those given in our last issue, except that the number of houses completed shows an increase of 8,000.

The position with regard to public utility societies is unchanged.

*Grant under Additional Powers Act.*—On November 25th Certificate A had been issued for 42,005 (this is the net figure arrived at by deducting houses which are not likely to proceed); the aggregate grant involved is £10,230,000, and there has been already paid in respect of completed houses, £5,373,217.

*Cost of Houses.*—No official information is available of the cost of houses later than that for the month of September, given in our last issue.

### INTERNATIONAL CONFERENCE

The next Conference of the International Garden Cities and Town-Planning Association will be held at the Ideal Home Exhibition, Olympia, London, on March 14th, 15th and 16th, 1922. The Conference will deal with matters of great importance to all interested in the present position of housing and town-planning throughout the world, and a large attendance is expected.

The papers dealing with the subjects for discussion will be prepared by leading authorities in various countries and will be available in French and English. An international exhibition of specially selected plans, pictures and diagrams of housing schemes and town-plans will be a feature of the Conference. Representative bodies are being invited to contribute literature dealing with the post-war experiences in housing and town-planning in their respective countries.

The delegates from abroad will be entertained to luncheon on March 14th and 15th at Olympia, and on March 16th at Welwyn.

The provisional programme is as follows, and has been drawn up with a view to giving the fullest opportunities for the interchange of opinions between the delegates.

*Tuesday, March 14th, 1922.*

10 a.m. Bureau of information open for the use of delegates.

12 noon. Reception and Presidential Address.

The afternoon will be left free for social inter-



# GARDEN CITIES AND TOWN-PLANNING

course and for inspecting the exhibition of plans and pictures.

*Wednesday, March 15th, 1922.*

Specially conducted tour of the Ideal Home Exhibition.

2.30 p.m. Conference: The steps required to get garden cities started throughout the world. (A paper on this subject will be circulated to delegates prior to the Conference.)

4 p.m. Annual Meeting of the International Garden Cities & Town-Planning Association.

*Thursday, March 16th, 1922.*

Visit to the *Daily Mail* Model Village and to Welwyn Garden City.

2.30 p.m. International Conference on the Reduction of Building Costs. A large number of interesting examples of building in various materials can be seen at Welwyn Garden City. Short papers will be contributed by delegates from various countries.

Tours to Letchworth and various housing schemes will be arranged for Friday and Saturday, March 17th and 18th, for those delegates who care to attend. A seven days' tour of provincial housing schemes can be arranged if a sufficient number of delegates wish it.

All who wish to attend the Conference are invited to communicate without delay with the Hon. Secretaries, C. B. Purdom and E. G. Culpin, at 3, Gray's Inn Place, Gray's Inn, London, W.C.1.

## MARGATE TOWN-PLANNING SCHEME

The Scheme relates to over 1,700 acres in Margate itself and to 750 acres in the neighbouring Thanet rural district. Practically all the undeveloped land in Margate is included. (It may be mentioned here that the Town-Planning Acts do not allow a town-planning scheme for built on areas, unless their inclusion will better secure the general objects of a scheme.)

The Thanet R.D.C. propose to prepare a scheme for other parts of their own district which shall link up with the Margate scheme. It is, of course, essential that adjourning schemes shall harmonize; this necessity is particularly obvious in the case of through roads.

The Margate Council propose to construct over forty new streets in the area, and to carry out widenings of existing streets in another forty cases. The cliff roads between Margate and Kingsgate on the east, and Margate and Westgate on the west, are to be linked up, and the main roads running out of the town are to be widened.

Eleven areas are reserved for public open spaces. Fifty-eight acres on the sea front, between Sacketts Gap and Westgate, will be kept for the public use, and among other proposed public open spaces are the grounds attached to Dent de Lion Castle, and land in the Tivoli Valley. It is intended to preserve the fine flint towers at Dent de Lion and also Salmstone Grange, which has two Norman Chapels, at present used as barns.

Twenty-one spaces are reserved for allotments.

An area of 193 acres is reserved on which all classes of buildings may be erected, with the excep-

tion that noxious or offensive business will only be allowed if the special consent of the Town Council is obtained. In other parts, business premises and shops will be allowed with the consent of the Council. For residential purposes the area is divided into five classes of building sites. Near the sea at the Westgate end of the area, 100 acres are reserved on which not more than 6 houses to the average acre will be allowed. In the less desirable reserves, the maximum rises to 8, 10, 12, and 15 respectively.

It should be emphasized that all these are the proposals of the Town Council and will not come into force until the Minister has approved. Meanwhile, publicity of the proposals is desired in order that all persons interested may offer criticisms or objections if they have any at the proper time, before the scheme is finally settled. A public inquiry was opened at Margate on December 1st.

## LABOUR-SAVING DEVICES

The sub-committee appointed by the Women's section to inquire and report upon Labour-saving Devices and Arrangements, consists of eight members: Miss C. R. Gordon (chairman), Miss S. M. Bushell (hon. secretary), the Lady Emmott, Mrs. Will Crooks, Miss C. S. Mactaggart, Miss Woolrich, Mr. H. Teeling-Smith, and Mr. Charles Farmer.

The sub-committee is limiting its inquiry to such fittings as the landlord usually provides in small houses of the type at present being built by local authorities and public utility societies. It is attacking the most important fittings first, i.e., cooking stoves, heating, and hot-water supply; and is dealing with coal and gas apparatus. It is leaving electric appliances alone for the present, as it considers electricity so expensive as to be utterly beyond the reach of the small householder, in spite of its labour-saving advantages. The members are impressed by the enormous waste of heat involved by the use of coal and gas in the majority of the cooking-stoves now on the market. This loss does not appeal to the landlord, whose main considerations when buying the article are cheapness and durability. Cost of fuel and of labour needed to keep the stove clean is the tenant's affair, and he has no choice but to accept what is provided. The sub-committee believes that with properly constructed stoves the conflicting claims of both landlord and tenant may be met.

A list of stoves, wash-boilers and water-heaters, both English and foreign, is being compiled, with descriptions and criticisms attached. Members of the Association of Teachers of Domestic Subjects are co-operating with the sub-committee in visiting housing schemes and reporting upon appliances which tenants and landlords have found satisfactory. Lists of selection points are being drawn up which will set a standard to be aimed at by manufacturers. Arrangements are being made for the practical testing of the cooking capacity and fuel consumption of different types of stoves.

The sub-committee will be very glad if architects, estate managers, and others interested in the subject will write to the hon. secretary at the offices of the Association, 3, Gray's Inn Place, W.C. 1, and give particulars, including the name and address of the maker, of any cooking stove, etc., which they have found by experience to prove satisfactory.



# GARDEN CITIES & TOWN-PLANNING

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*Editors:* WILLIAM L. HARE and W. McG. EAGAR

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## Editorial Comments

**W**E desire to draw particular attention this month to the official figures given on page 19 of the present position of the National Housing Scheme. The limit of 176,000 houses to be built by Local Authorities and Public Utility Societies, laid down by Sir Alfred Mond when he became Minister of Health, is not yet nearly reached. Tenders have been approved for less than 165,000 houses, and it seems clear that houses are not, in fact, being allotted, as it was promised they should be, to the districts where the shortage of houses is most acutely felt—or, should we say, expressed with the greatest political force? There are, moreover, over 4,500 houses for which tenders have been approved, but contracts have not yet been signed. Why? It cannot be contended that to sign contracts for houses, the prices of which have already been approved, can in any way retard the desired fall in prices.

We are now within six months of the end of the period within which schemes under the Housing, Town-Planning, etc., Act of 1919 have to be carried into effect. In each of these winter months between seven and eight thousand houses are being completed, and with some allowance for acceleration in building during the summer months, it seems clear that of a total of 160,000, something like 130,000 houses will be completed by the end of July, and that the remaining 30,000, employing a constantly decreasing number of operatives, and providing with growing inadequacy for a constantly increasing demand, will reach completion by late autumn.

What then? It is conceivable that whatever Government may then be in power may give to unemployment what it has refused to overcrowding, and that it may be compelled suddenly to put into operation a new Housing Policy. But a policy hurriedly formulated to meet an emergency (which will then be clamorous, though it can now clearly be foreseen) will of necessity be a thing of costly makeshifts and pernicious expedients. A stable housing policy demands thought and preparation, and there are no signs that those in authority are thinking seriously or preparing at all. The country surely has a right to demand of its statesmen something less Micawberish than a bland faith that the reiteration of maxims of economy will induce something to turn up. Prices have fallen. It is possible that they may fall further. But there is no sign of private enterprise coming forward to meet the working class need, which, in this time of depression and disappointment, is less loudly expressed, but more intense than ever. Whole districts which, until recently, maintained the "one house one family" standard are deteriorating under the pressure of more than one family into the single house. Marriage is hindered, labour immobilized, and health prejudiced. Tens of thousands of persons are living in houses long since condemned, in houses actually closed by order and apologetically reopened, and houses which have been half demolished as dangerous. The eventual slum problem is being aggravated at a time when nothing is being done to deal with existing slums. A new Housing Policy there must be. We believe it possible to discover one which will meet the need without artificially inflating the cost and will provide for true economy, inasmuch as it makes the location of sites an essential preliminary, not an after-



## GARDEN CITIES AND TOWN-PLANNING

thought. Public opinion on housing is sore ; it is, we believe, sick of housing politics, but hungry for a real policy. Our readers will remember that in the months of April to July of last year we devoted considerable space to discussing the general principles on which a new housing policy should be based, and we propose to devote a great part of our March issue to specific proposals for a constructive housing policy.

### " IDEAL HOMES "

In " Notes and News " will be found a general outline of the Conferences being arranged by the Garden Cities and Town-Planning Association at the *Daily Mail* Ideal Home Exhibition which is to be held at Olympia from March 1st to 25th. The Exhibition itself, as well as the conferences, will have a high educational value, and we would call the particular attention of our readers to the exhibition of town-planning material from at home and abroad, arranged by the International Garden Cities and Town-Planning Association, which will be on view throughout the Exhibition, the Conferences of Women's Organizations, and those on Rent, Greater London, Slums, and the New National Housing Policy. Members of the Garden Cities and Town-Planning Association may obtain tickets for any of these Conferences by applying to the Secretary of the Association at 3, Grays' Inn Place, W.C.1.

### ROYAL COMMISSION ON LONDON GOVERNMENT

The first volume of *Minutes of Evidence* has been published, containing the evidence of Mr. M. L. Gwyer and Mr. R. C. Norman. It shows a tendency for members of the Commission to state their own views and air their own knowledge rather than to elicit the views and knowledge of the witnesses, but this, no doubt, will be rectified when the Commission has passed the necessary early stage of attempting to clear ground encumbered by obsolete boundaries and a barbarous confusion of functions. Both witnesses submitted digests of the position in London from their particular point of view. Both were convicted of omissions, if not of misstatements, and there is a certain grim amusement to be extracted from their attempts to describe in clear English a system of local government which in all its complications is probably not understood by any living Englishman. Cobbett's " Wen " was a childish complaint compared with the monstrous growth which we now call London, and the mere contemplation of the facts must breed in any minds which think in terms of human life a conviction that regional planning is not merely an amiable fad but a social necessity.

### ARE OUR PROVINCIAL TOWNS TOO LARGE?

The situation in which London is placed by its overgrowth should be a warning to the larger towns in the provinces ; many of them are of a size and of a population equal to the London a few generations ago. The question formulated here is apt to bring ill-considered answers. Some persons have never considered it at all ; others do not understand its meaning, while others doubt its validity when expressed in a general way. They would be more at home with a concrete question : Is Manchester, Birmingham, or Bristol, too large ? And in answering it they would be led by feelings of personal experience, rather than by their judgment exercised on the basis of principle. The town in which a man lives may seem to him too large if he be a weary pedestrian or an early morning tram-catcher, but it may seem quite the right size to the owner of a motor car. Or again, it may not be large enough for a city treasurer with his eye on a well inhabited adjacent rural district which, by adding to the town area, may be made to share the heavy burden of city rates. Thus we see that our question must receive a variety of answers. Nevertheless, not in an academic spirit but as a practical and urgent matter this question must be pressed.

### TOWN HISTORY AND FUNCTION

The only way to attain an answer that has in it any meaning is to interrogate ourselves, first, as to what is the function of a town, what service does it perform for its citizens. Every town, small or great, has a history which, if it could be recovered, would show that town to have been once a very small affair. A hut or two, perhaps a house on either side of a river ford, has been the beginning of many a notable town ; a fort sheltering in its rear a score or two of cottages, commanding a view of a cultivated valley, has been the beginning of many a great



# HOUSING AND TOWN-PLANNING STATISTICS

city. Obviously, then, such places were, in the earlier periods of their development, *too small*. From year to year they added fresh houses, stores, walls, bridges, roads, markets, gardens, schools or churches, so that their inhabitants might find in them the self-sufficiency, security and comfort necessary to their lives. Pursuing this thought into present times we can see that a town is *not large enough* until it can equip itself with all those services which have become necessary to modern life: good roads, lighting, cleansing, sewage disposal, public baths, recreation grounds, a museum, a library, a picture gallery, schools, one or more theatres and so on. The chief function of a town, however, to which the forementioned services administer, is to provide a central market or markets for the exchange of the products of the country districts round it with the product of the town or other more distant towns. A town is thus an economic receiving and distributing station in a given national civilization. In order to fulfil this function for its inhabitants and their neighbours it must be large enough and prosperous enough to equip itself, either by private or public enterprise, with the necessary services and amenities.

Having grown large enough, then, why does a town grow too large? It is difficult to say exactly how large a town ought to be in point of area or population. Much depends upon the dominant industries conducted there. All that can be said here is that the uncontrolled growth of towns is certainly making many of them too cumbersome and too large. They have long ago reached the point of possessing all the services and amenities required to enable them to function, yet by increasing silently, they outgrow their services and amenities until these, in their turn, are found totally inadequate and have to be replaced. From these points of view all our great cities and most of our towns are certainly too large. It is worth while trying to find out the legitimate size of an English town.

## Housing and Town-Planning Statistics

We are informed by the Ministry of Health that the position on January 1st, 1922, of building under the National Housing Scheme was as follows:

Tenders approved for 164,575 houses.  
Contracts signed for 159,059 houses.  
Houses commenced 146,222.  
Houses completed 77,526.

It will be observed that there is a decrease since the figures given in the last month's issue of this Journal of the houses in signed contracts and an increase of approximately 7,500 houses completed. The distribution of the houses which are now building or have been completed according to the various Regions is as follows:

|          |                       |     |        |        |
|----------|-----------------------|-----|--------|--------|
| Region A | Northern Region       | ... | 10,154 | houses |
| " B      | Yorkshire             | ... | 18,169 | "      |
| " C      | Lancashire & Cheshire | ... | 21,181 | "      |
| " D & N  | Wales & Monmouth      | ... | 8,669  | "      |
| " E      | West Midlands         | ... | 16,141 | "      |
| " F      | East Midlands         | ... | 10,163 | "      |
| " G      | Western Region        | ... | 9,105  | "      |
| " H      | Southern Region       | ... | 9,373  | "      |
| " K      | Greater London        | ... | 24,823 | "      |
| " L      | Berks, Beds, etc.     | ... | 11,147 | "      |
| " M      | East Anglia           | ... | 6,478  | "      |

The position with regard to Public Utility Societies is unchanged.

*Grant Under Additional Powers Act.*—On December 30th, 1921, Certificate A had been issued for 42,150 houses (net). The aggregate grant involved is £10,284,100.

*Cost of Houses.*—The following figures are given as representing the average tender prices for houses

submitted in each month and either approved in that month or subsequently:

|          |      |     |        |     |      |
|----------|------|-----|--------|-----|------|
| October  | 1921 | ... | A type | ... | £589 |
| "        | "    | ... | B "    | ... | £667 |
| November | "    | ... | A "    | ... | £577 |
| "        | "    | ... | B "    | ... | £661 |
| December | "    | ... | A "    | ... | £496 |
| "        | "    | ... | B "    | ... | £530 |

The average cost per foot super of both types in each month is:

|          | s. | d. |
|----------|----|----|
| October  | 13 | 6½ |
| November | 13 | 9  |
| December | 11 | 7  |

No information is given as to the number of houses on which the average for each month is taken, and it is obvious from figures of progress given above that this number must be very small. It has also to be borne in mind that the figures given are for houses reduced in every possible detail to the bare minimum of requirements.

We are informed by the Ministry of Health that the following town-planning schemes have been submitted and approved:

|                       |                        |
|-----------------------|------------------------|
| Birmingham City (4)   | North Bromsgrove U.D.  |
| Chesterfield Borough. | Otley U.D.             |
| Hunslet R.D.          | Rochdale Borough.      |
| Leeds City.           | Ruislip-Northwood U.D. |
| Wallasey Borough.     |                        |

The following schemes have been submitted and are under consideration:

|                  |                    |
|------------------|--------------------|
| Birmingham 1.    | Luton Borough.     |
| Croydon Borough. | Manchester City 1. |



# The Settlement Movement in Germany and Austria

IN his article on the Housing Conditions in Vienna appearing in our November issue, Mr. Chapman referred to a movement which is now one of the most remarkable economic and social phenomena in the Germanic world. Very little has hitherto been heard about it in this country, and its nature and extent have hardly been realized. It is, perhaps, too soon to speak of its results and its influences on the future, but we venture to think our readers will be interested in the information which we are able to give them in the present article.

As was the experience in all the countries engaged in the war, a very great movement from the country districts to the towns took place. We felt it here and can understand exactly what it meant. The towns became overcrowded, and the country districts partially depopulated. Housing problems were intensified in both areas in different ways. In Germany and Austria a movement began, called the "Siedlungswesen" as a necessary social and industrial reaction against the prevailing conditions. It was not merely a movement "back to the land" as a matter of preference, but a matter of necessity; and, as going back to the land was more difficult than leaving it, some kind of organization, co-operation and financial assistance had to be given. There was, of course, already what we should call a "small holding" movement and considerable suburban housing schemes adjacent to the large towns; these came to be combined under the common term *siedlungs*. This movement has been taken up by the cities which have established their *Siedlungsampts*, or Settlement Departments, by the States, and by the Supreme Governments of Germany and Austria. It has received the support of classes of people as widely separated as the garden city idealists, the industrialists and the social democratic parties, and has produced a comparatively large literature of its own. The following extracts of writings by Max Ermers and Leopold Reinage are taken from *Die Siedler* published in Vienna during the year 1921, and are sufficiently explanatory:

## POSITION AND CHARACTER OF THE AUSTRIAN SETTLEMENTS

The central point of the Austrian Settlement Movement is formed by Vienna with its great settlement associations, and this is quite comprehensible from the miserable housing and food conditions of the capital.

It is not the absolute dearth of houses which is the actual cause of the settlement movement, which has suddenly become so great. With a complete and skilful use and division of all housing facilities, this troublesome question can, to some extent, be solved. It is no secret: almost all who wish to become "settlers" have at their disposition some dwellings, and the great merit of the settlers lies in the fact that by their changing their abode, the dwelling rooms which hitherto have been in their possession are set free and in some degree at the disposition of the housing market.

The need for a superior kind of dwelling room, combined with the desire to obtain, in some degree, safety and calm in view of the carking care for food, forms really the main cause of the pressure for a Settlement.

The land itself cries out for an increase of value and a fuller use to be made of it. At a time when the peasant demands a very moderate return from his land, the urban intelligence demands a great deal more. This is only possible by intensive garden-culture. To fill in these, "The Garden Colony" with settlement houses is the most natural step to improved garden cultivation and to the rational use of human power. . . . The intellectual, like the manual labourer, feels garden culture to be not so much work as a change of work, and as such beneficial and refreshing.

## ORGANIZATION AND DEVELOPMENT

Absolute economy and thrift is the distinguishing mark of the Austrian Settlement movement, as opposed to its more æsthetically directed forerunner—the English and German garden city. Characteristic of this economy is an extreme limitation in the dimensions, choice of the most economical mode of building, the building materials made on one pattern, assistance given by the settlers themselves to the work on the building and the roads, together with this an effort towards the most complete use of the fertility of the ground by means of intensive garden culture.

\* \* \* \* \*

The co-operative character of the settlement is obvious in the joint taking over of the land, in the joint lay-out of the land to be assigned to the Settlement, in the joint arrangement of the houses, in the co-operative effort towards supplementary dwellings, such as a room for the sick, a garden for the children, as well as certain other household institutions.

One is justified in having the highest expectations of the educational effect of the co-operative institutions which compel each individual to reflect



# THE SETTLEMENT MOVEMENT IN GERMANY AND AUSTRIA

on the best possible means of expending the co-operative funds and of joining in the work. It may be said with some pride that in Austria alone there is such a *Co-operative Settlement* movement.

If every company in a certain sense represents an ideal, common economic undertaking from which all spirit of private speculation has been excluded, still more the whole of the settlement organizations, whose consumption as well as their production, strives after a higher, more co-operative super-organization. Already to-day, even in the initial stage of the settlement movement, the germs are visible of a united co-operative arrangement of building-materials and settlement requirements—the germs of some credit-institution which shall subserve all the co-operative societies.

\* \* \* \* \*

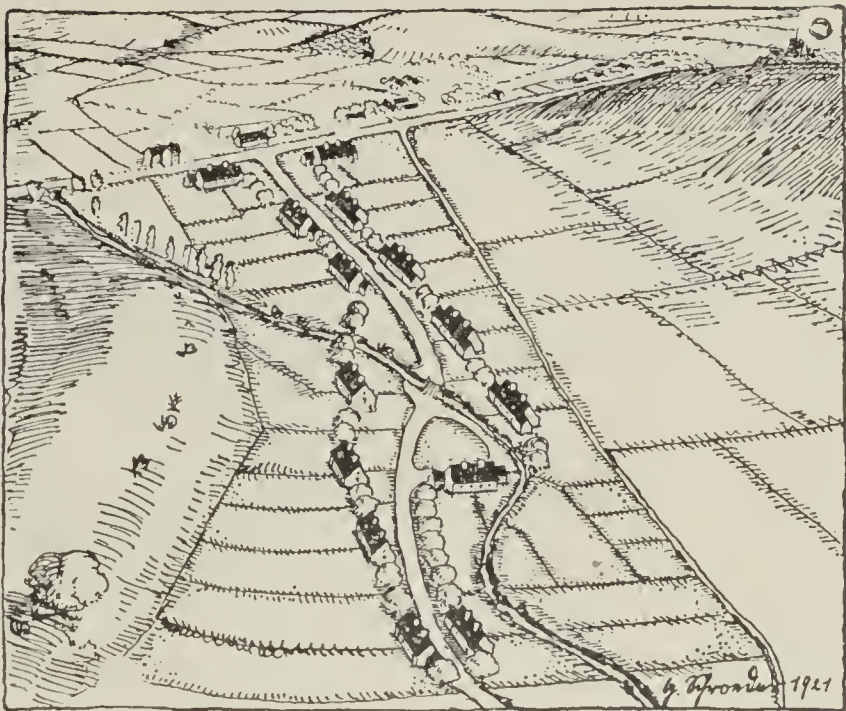
The history of the Austrian Settlement movement can be described in a few words. Prior to the war, all Settlement movement was on the lines of a garden city or inner colonization. Neither can now obtain a footing. Also the movement for the Home Settlements of soldiers, which, during the war, engaged the attention of some patriotic spirits, did not flourish, though it was intended to a large extent to meet the wishes of those disabled by war and the returning soldiers. It was first the great progress of the intensive garden culture movement which directed the Settlement movement on to right lines. The years 1919-20 became then the years of self-reflection for the Settlement movement. Early in 1919 followed the foundation of the Austrian Garden City Society. In February, 1919, the National Assembly passed the law which gave land facilities for Settlements, in the autumn of 1919 followed the well-known circular of the Under-Secretary of State, Dr. Ellenbogen, to the other State officials with regard to Settlements and internal colonization. The untiring efforts of Franz Silbur will not be forgotten, who, as leader of the "small garden" movement, did his best to prepare the way for the passage of this movement into that of the Settlement movement. On Sept. 14th, 1919, there followed the first conference of "Settlers" and for this the Union of Independent Socialists can claim to have given the initiative. A month later followed the second, much better prepared Conference of Settlers. In 1920, the great demonstration of the gardeners of small holdings gave expression to the evident wishes of the Settlement; the establishment of the great Settlement Corporations show the next steps in the way of their development.

To the general alliance of intellectual workers belongs the merit of having placed the union of the great organizations and the corporations interested in the "Settlement" idea upon a *neutral* political basis.

MAX ERMERS.

## CO-OPERATION THE WAY TO SETTLEMENT

We must, above all things, be clear; what are we to understand by the watchword "to settle" so much in vogue at the present day? One has always understood by the term the taking up one's abode somewhere and somehow. Every house, every inn, every village, was, and is, a settlement. But what is it that gives to the old word such sudden secret power, that thousands and hundreds of thousands make it the expression of their desire,



Settlement at Kunzendorf By G. Schroeder, Breslau

the goal of their wishes? It is the capitalistic development, of which the war was the crowning fact, that has worked this miracle. The houseless, those condemned to live in the barrack-like, ground-rented abodes of towns, lacking all domestic culture, wish "to settle." One unites with this in general quite definite ideas: a nice, comfortably arranged small house sufficient for one family, surrounded by a beautiful well-cared-for garden, the fruits of which prevent the question of lack of food arising; furthermore, rows and groups of such small houses, which then gives rise to what is meant by a Settlement—hence the striking effect of this pleasing picture upon those tormented by care about food, hungering for nature, economic slaves of the State and factory, is not surprising, but a matter of course. But how does one arrive at the enviable possession of such a house and get to so ideal a Settlement? The individual to-day cannot create such a thing by himself, nor can the broken-down State assist, even if it wished to do so, which is very doubtful. There is left the one and only possibility: The Co-operative union of many, with a view to the occupation of the land, getting together the building materials, division of labour, and further the united economic covering of all common expenses, for which the means of the individual is insufficient.

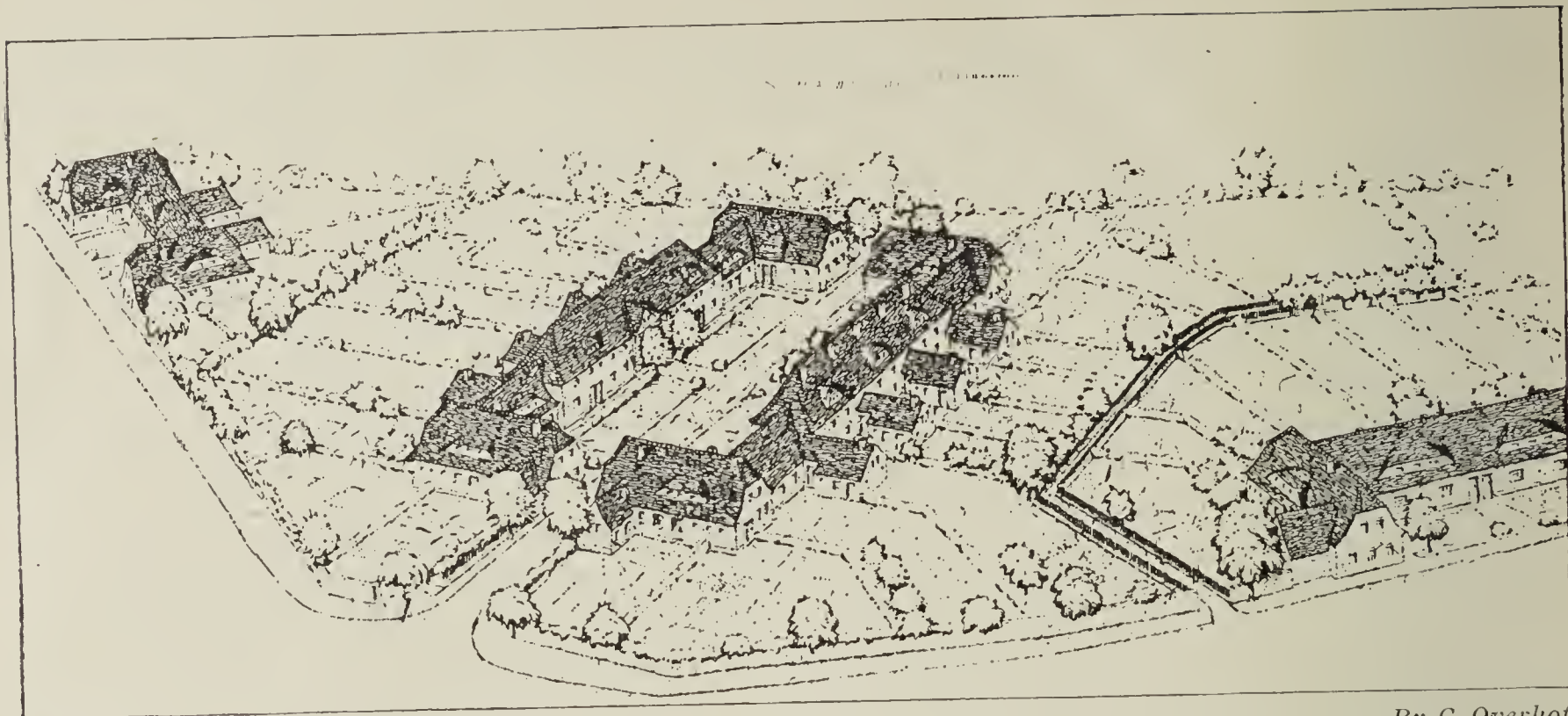
Therefore, if we want to settle, we must help ourselves. Systematic self-help is, however, only possible within the framework of co-operation, the future form of society after which our whole further development is striving. If the co-operative Settlement is the goal of our wishes, so is the co-operative economy the way to it—to this we must keep firm hold. If a number of men are found who are firmly decided on making a common settlement, they must, first of all, establish a "Settlement Co-operative Society."

LEOPOLD REINAGE.

For us the notable feature about these extracts is the record of the temporary breakdown of the garden city movement in Austria; this is due to the general failure of industry to function as formerly, owing largely to its disintegration following the sudden political



# GARDEN CITIES AND TOWN-PLANNING



**Miners' Settlement at Haselbach**

By C. Overhoff

division of the former Austrian empire. As soon as industry revives it will be possible to hope that not settlements only, but garden cities may spring up in Austria. The development of water power for industry and consequently its removal or distribution is the most hopeful feature in the garden city outlook.

In Germany, as may be expected, the movement has gone ahead faster than in Austria and is better organized. We take from the excellent journal *Die Volkswohnung* the following particulars regarding miners' settlements, and, with our own South Wales problem staring us in the face, there is certainly something worth observing carefully, as the following extracts show:

## MINERS' SETTLEMENTS

Amongst the housing measures carried out after the war by the Central Government, those referring to Settlements in the coal-districts are of special importance. If the Government was obliged to make provision for the restoration of building in general—owing to its almost complete neglect for five years, and to the fact that the shortage of houses was not a question that could be left entirely to the various states and their communes—yet, in this case, the matter was connected with the restoration of our economic life, which called for special measures for the encouragement of the erection of miners' dwellings. There was but one way of escape from the economic necessities of the time—increased output of coal. But for this purpose the number of miners must be increased by about 150,000, for whom new houseroom must be provided. The funds required were obtained by means of a rise in price. The total estimated was 600 million marks, sufficient at the current prices of the time (January, 1920), for the erection of about 20,000 miners'

dwellings annually, which, within a comparatively short period, would have provided accommodation in Settlements for the additional number of miners.

Particulars are given of the administrative organization, formation of companies, committees, etc., to carry out the schemes, varying in different parts of the country.

## TECHNICAL WORK

In this connection, the guiding principles are to be similar to those adopted in other Settlements. In choosing a site, the chief point must be proximity to the mines, the Settlements should be so situated as to be within reach of several mines: as a general rule, the distance of the home from the mine is not to exceed 3 or 4 km. It is not advisable to place it quite close, so that, in his free time, the miner may be relieved of the surroundings of his occupation—especially the noise and dirt. So far as it can be managed, the Settlements should adjoin cultivated localities. The foundation of a Settlement devoted entirely to miners is to be avoided, since experience proves that specialization of this nature encourages narrow-mindedness, and that such districts tend to become centres of discontent and disturbance.

## TYPES OF HOUSES

The house accommodating one family, either semi-detached, or in terraces, is preferred in almost all districts. Economic conditions are not favourable to the construction of detached residences on a large scale, the cost being about 10 per cent. more than that of terrace houses. The accompanying illustration of settlements show the usual types of buildings erected in different parts of the country. In a few districts only, houses to accommodate four to six families are constructed.



# THE SETTLEMENT MOVEMENT IN GERMANY AND AUSTRIA

In the erection of miners' dwellings importance is attached to the use of good materials, which are always really the cheapest. Brickwork with stucco is in general use, concrete in some cases. Building in *pisé* (mud-walling) has hitherto been limited to certain districts, the chief difficulty being the lack of trained labour.

Materials are generally obtained in the open market.

## MOUNTAIN SETTLEMENTS

In the same Journal for October, 1921, there is a most interesting article on Settlements in the Silesian mountains, the aim being, as the writer, Gerhard Schroeder of Breslau, explains, to provide for the miners settlements in the neighbourhood of their work, to compensate for their underground activities by healthy garden work, to provide everything that is required for this work and facilities for the raising of small livestock. The Baurverein von Neurode is planning for several such settlements at Hausdorf, Harte and Leeden, of which we give illustrations, taken from the pages of *Die Volkswohnung*.

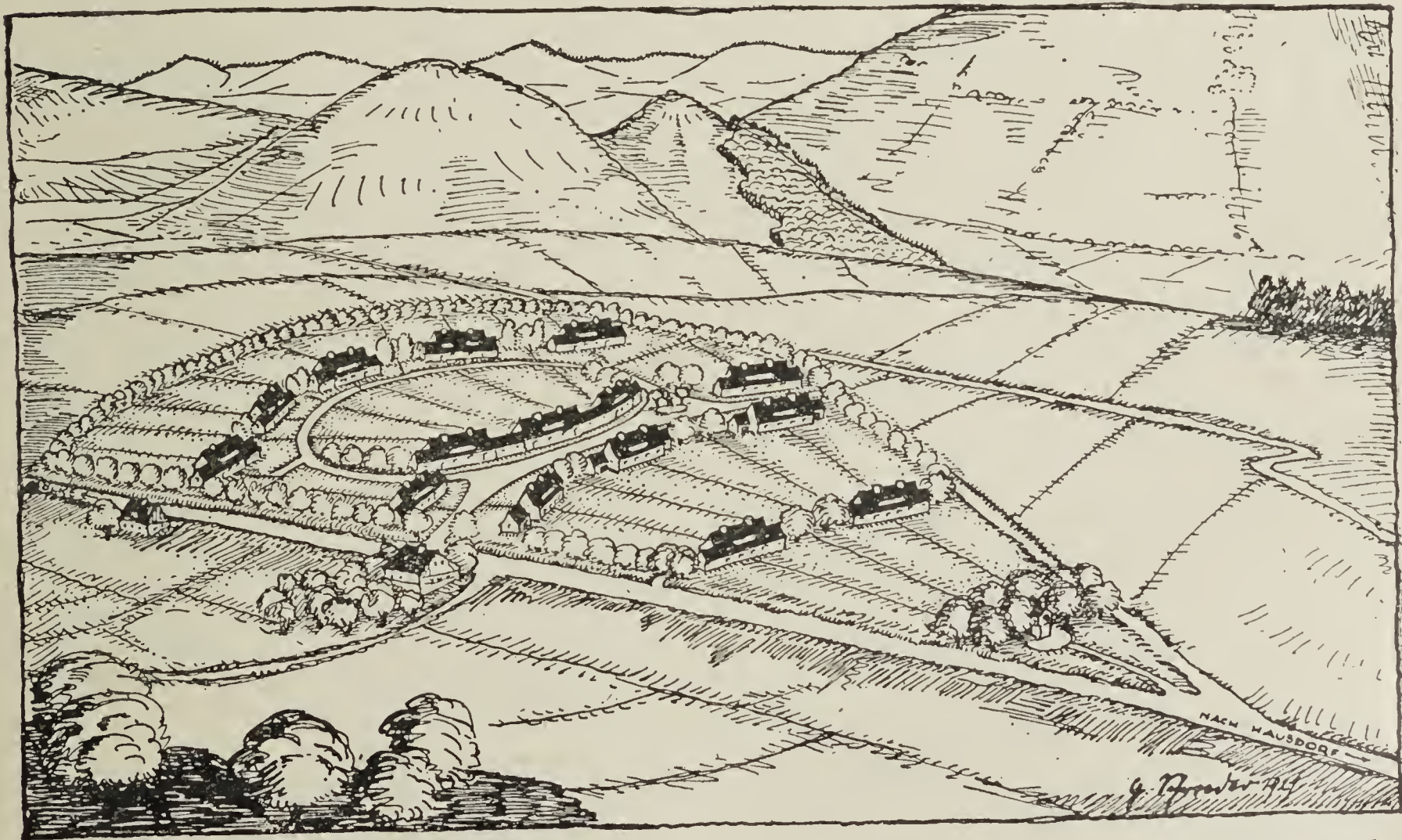
It will be seen from these plans that a settlement is not a group of week-end cottages which the middle classes are to enjoy; nor is it a village, in the strict sense of the word, nor a

suburb of a town. Physically it consists of a group of twenty to thirty houses laid in suitable positions, making a compact unit. The road leading from the settlement connects it with a town near by, and plans are made for the settlement to be served with electricity for lighting and heating. The transit facilities are well arranged, so that the traffic can move quickly to the settlement and back.

It is obvious that apart from the partial solution of the housing question in the town by having a number of settlements attached to them, a new social relationship is thus established, which, in the circumstances, may be superior even to that of the old-fashioned village, where feudal tradition rules so firmly.

## WURTEMBERG HOMESTEADS

In Wurtemberg, also, the Siedlungswesen is spreading. We read in the *Schwabische Volksheimstätten* for the years 1918 to 1921 of a great deal of work that has been done. A writer says that the resettlement of the town population in the country will be one of the main tasks of the near future. How far this can be carried out by new agricultural settle-



Settlement at Hausdorf, Silesia

G. Schroeder, Breslau



## GARDEN CITIES AND TOWN-PLANNING

ments on public lands, large estates and moorland districts need not be at present discussed. The first step to resettlement is to be taken by the introduction of homesteads which remove the people from the overcrowded towns and bring them into direct touch with the soil. There already exists a contact between the small farmers and industries which makes it possible to look forward to a *mixed* form of settlement including both agricultural and industrial intensive culture. We quote a few words from the pages of this publication :

### SWABIAN NATIONAL HOMESTEADS

In this publication the Swabian Settlements Union, working in conjunction with more than twenty-five daughter societies in Wurtemberg, lays down its principles and practical experiences for the years 1918-21, when building was going on. By words and illustrations we see the content and the realization of the idea of united Home-Settlements

represented, which, owing to their social, ethical, economic and national power, have mastered the German people and found its formal confirmation in the imperial Home-Settlements' Law of May, 1920. In this publication the special and peculiar financial advantage of this form of dwelling is made manifest, in that the economic power of the occupier is made use of to the greatest possible extent for the financing and repayment of the cost of building. The loss on building expenditure is, therefore, here essentially lower than in the case of a leasehold dwelling, and the money which is not expended on building gets more rapidly into circulation.

The theory of the relations formed between the settlements around Stuttgart is explained in an interesting way by diagrams and statistics, and the whole publication goes to show that very much is expected from the establishment of these homesteads.

The Vienna *Die Gemeinde*, published by the Social Democrats, has contained several articles on the Settlement questions in its interesting pages for the year 1921.

## The Finance of Letchworth

By C. B. PURDOM.

THERE can be no doubt that the failure of Letchworth to pay the dividend of 5 per cent. to which the ordinary share capital in First Garden City Limited is entitled is a heavy handicap upon the garden city movement. It is difficult to discuss the garden city idea with any group of practical people without being asked to explain why this dividend is not paid. Whenever the subject is discussed, and with whatever success, one always feels that an uneasy feeling is left in the minds of those with whom one has been talking, because the fact remains that after eighteen years we cannot confidently affirm that Letchworth pays. Can that fact be explained?

Let us, first of all, see what Letchworth does pay. The interest actually paid in 1921 upon debentures, loans, mortgages, etc., was £15,219. The total amount of capital in First Garden City Ltd. at September 30th, 1921, was £521,664, made up as follows :

|                                       |          |
|---------------------------------------|----------|
| Ordinary Shares (5% Cumulative)       | £192,949 |
| 5% Preference Shares ..               | £5,730   |
| 4% Debentures ..                      | 81,700   |
| 4½% Debentures ..                     | 8,160    |
| 7% Gas Works Mortgage Debenture Stock | 23,695   |
| Loans, Mortgages & Bank Overdraft ..  | £209,430 |
|                                       | <hr/>    |
|                                       | 328,715  |
|                                       | <hr/>    |
|                                       | £521,664 |

Upon £328,715 of this capital the full dividend or interest was paid.\* The important fact has to be noted, therefore, that Letchworth paid, in 1921, the full return upon over three-fifths of the capital invested in the Company, and that it has always paid interest upon a very considerable proportion of the capital employed.

\* It should be remembered that in 1904, at the close of the first year of the Company's existence, the ordinary share capital subscribed was £98,403 and the Loans and Mortgages were £83,934, upon which latter sum interest was paid.



## THE FINANCE OF LETCHWORTH

The statement that Letchworth does not pay must therefore be understood to mean that it does not pay upon a certain portion of the capital of the Company, though it pays upon the rest. The capital that does not receive the return to which it is entitled is the 5 per cent. Cumulative Ordinary Shares, which amount, as shown above, to nearly £200,000. But even that capital is not wholly unremunerated, for a dividend of  $2\frac{1}{2}$  per cent. was paid upon it for the year 1921; a similar dividend of  $2\frac{1}{2}$  per cent. was paid in 1918, 1919, and 1920, and a dividend of  $1\frac{1}{4}$  per cent. was paid in 1913. We must therefore narrow down the statement to the following limits: that Letchworth pays only  $2\frac{1}{2}$  per cent. dividend upon £192,949 of its capital, and that the accumulated unpaid dividend upon that capital to September 30th, 1921, was £136,138, against which there were available profits shown in the accounts of £29,653.

The above are the facts, and it is important that they should be kept in mind.

The question then to be answered is: why does not Letchworth pay more than  $2\frac{1}{2}$  per cent. upon rather less than two-fifths of the Company's capital, and why has it paid that small return for only a year or two? It is a pertinent question. The short answer that I shall attempt to give must be regarded as an expression of my own opinion, and must be taken for what it is worth.

### THE FIRST REASON

The business of a garden city company is the establishment of a town, and a main element in that business is the development of land. This means the preparation of a scheme of development, and the construction of roads, sewers and other works. By the nature of the business it is necessary to expend large sums of money, the return upon which is in the form of ground rents, realized more or less rapidly in comparatively small amounts spread over a long period. The expenditure itself is never actually repaid, for the land is not held as stock but as a fixed asset, which is not sold but leased for annual payments, which become fully secured income. The effect of the expenditure upon development, to the extent that it is wisely and economically undertaken, is to improve the fixed asset, land. And it improves that land beyond the

amount of the actual expenditure and far beyond what is represented by the revenue that is immediately obtained. That is to say, to take the example of Letchworth, the value of the land in 1907, four years after the scheme started, was certified to be £379,500, though the expenditure upon it, including the total cost of the land itself, was only £245,087 and the gross rents receivable in that year were merely £6,545. This shows that given favourable conditions a garden city company can rapidly create capital values, though these values only gradually produce their effect upon its revenue account.

Take a particular case at Letchworth: the expenditure upon the purchase and development of a certain area of land was, say, £7,000. This land, after development, was leased at annual ground rents amounting to £740, which at  $16\frac{1}{2}$  years' purchase are worth £12,210. But the land was not fully leased the moment it was developed, neither was all the development carried out at one time. There was an interval between the starting of development expenditure and the final leasing of the land. Here comes in a factor of great importance. In that interval interest was paid on the money spent upon development, salaries were paid, and other expenditure was incurred in dealing with the land, the total of which amounted to, say, a further £1,000.

This brings us to the first reason why Letchworth does not pay. A large part of such expenditure as this £1,000, which we may call consequential expenditure, has been charged by the Company to revenue account, that is, has been paid for out of rents received on land already leased; the result being to reduce the amount of the revenue balance available for dividends upon the ordinary shares.

The Company has been, and is, paying large sums in respect of its partly developed and developed but unleased land out of revenue, instead of out of capital: it is, that is to say, capitalizing itself out of revenue. It is not possible to do that and at the same time have the means to pay the dividend upon the share capital.

At the present time there is a large aggregate area of land at Letchworth of an undoubted high capital value, which is a burden upon the revenue account, and will remain a burden until it is leased or until a different system of finance is adopted by the Company.



# GARDEN CITIES AND TOWN-PLANNING

## A SECOND REASON

The second reason why Letchworth does not pay is that the First Garden City Ltd. has not created sufficient subsidiary enterprises to assist in the development of the town. In the last annual report the Directors say in speaking of their farming operations :

A loss has been incurred during the year, which has confirmed the view already held by the Board that it is better to dispense with subsidiary undertakings, where possible, so as to enable the staff to concentrate their whole energy on the development of the town, and the main business of the Company.

The main business of the Company is the development of the town, and it is undoubtedly a wise policy to abandon enterprises that cannot profitably be undertaken in conjunction with that main business. The Company has found it necessary, of course, to engage in a number of subsidiary businesses. Water, gas and electricity supplies have had to be provided, otherwise no development would have taken place; gravel and sand pits have been worked; manufacturers have been assisted with factories; undertakings have been formed to build workmen's cottages. But the Company has not set up subsidiary bodies to work directly with it in the development and disposal of land. A small Company was formed to build middle-class houses, but it did next to nothing. In particular the Company has made no effort to establish

subsidiary enterprises that would not only actively co-operate in the development of the town, but would be profitable businesses in themselves.

## SUMMARY

The explanation of the fact that Letchworth does not pay is in my opinion that : (1) the Company has not realized the dual nature of the financial operation it was undertaking, namely, the creation of capital assets as well as revenue, with the result that a needlessly bad aspect has been placed upon its financial position ; and (2) it has not made the most of revenue-earning subsidiary enterprises to assist in the rapid building up of the town. I believe Letchworth might have been made to pay years ago, and could be made to pay the full 5 per cent. dividend upon its ordinary shares out of its annual revenue balances probably at once, and certainly within from three to five years, if the directors were to modify their policy in the direction that I have indicated.

I have written on this matter, not with the object of hampering or merely criticizing the Directors of First Garden City Ltd., whom I regard with great respect, and who have given many years of ungrudging service to this great enterprise, but in the interest of the garden city movement, to further which Letchworth was founded.

## The Progress of First Garden City

*Report of the Directors submitted to the Eighteenth Ordinary General Meeting of Shareholders held on Thursday, December 15th, 1921.*

THE Directors beg to submit herewith the Audited Accounts of the Company for the year ended September 30th, 1921.

The total net profit as shown by the General Revenue and Expenditure Account is £3,539 6s. 11d., which, with the sum of £26,114 2s. 0d. brought forward from the previous year, after payment of the 2½ per cent. dividend declared at the last Annual Meeting, makes a balance of £29,635 8s. 11d. to the credit of this account.

The net profit is less than the previous year, a position due in the main to the severe depression of trade and the three months' Coal Dispute. It is quite fair to assume that, apart from such abnormal conditions, the net profit would have considerably exceeded last year's figures.

Under the circumstances, the Directors have been unable to pay the further dividend of 1½ per cent. for the year 1920, conditionally authorized at the last Annual General Meeting.

Taking into consideration the amount of undivided profit carried forward in the accounts, the Directors recommend the payment of a dividend of 2½ per cent., payable February 1st, 1922.

The ground rents created this year only amounted to £194, against £1,521 in the previous year, but the Directors are glad to announce that since September a number of business and residential sites have been let at satisfactory ground rents, and that the prospects in this direction are improving.

## GROWTH OF THE TOWN

During the past year, there has been a great deal of building, including 707 houses under the Urban District Council scheme, three new factories, a shop, new Hospital, Ex-Service Men's Club, and a Refuse Destructor Plant for the town. Of the Council's housing scheme, 253 houses have been completed and occupied, and about 25 houses are being completed each month. In addition to the



## REVIEW OF DUTCH PERIODICALS AND BOOKS

three new factories, important extensions have been completed during the year at the works of the Spirella Co., the Phoenix Motors Ltd., and the Heatly-Gresham Co.

In the last Report, it was stated that the Herts. County Council had decided to erect Secondary Schools for Boys and Girls at Letchworth. The freehold of a site of about ten acres on the west side of Spring Road has been purchased for the Boys' School, but the date of commencing the actual building has not yet been settled. The Directors regret that the proposal to erect the Girls' School has been abandoned for the present.

### THE HEALTH OF THE TOWN

Dr. Norman Macfadyen, the local Medical Officer of Health, reports that, taking an average of the last ten years, the Infant Mortality for Letchworth was about 40 per 1,000 births, and the General Mortality 8 per 1,000 living. The average Infant Mortality for the whole of England in 1920 was 89, and the General Mortality 13.7.

The population of Letchworth, according to the 1921 Census, is 10,313.

A loss has been incurred during the year, which has confirmed the view already held by the Board that it is better to dispense with subsidiary undertakings, where possible, so as to enable the Staff to concentrate their whole energy on the development of the town, and the main business of the Company. The Directors are therefore taking steps to dispose of the Farming Stock and to let the land now farmed by the Company.

### WATER, GAS, AND ELECTRICITY

The revenue on these undertakings has suffered severely through the Moulders' Strike, the Coal stoppage, and the universal trade depression, the consumption of the factories being much less than last year. Further expenditure has been incurred

in supplying the new cottages with water and gas. Electric mains have also been laid in certain residential districts. The erection of the new steam turbine and condensing plant, with a capacity of 1,000 K.W., for the Electricity Supply Station, is nearly completed. In last year's Report, a reference was made to the heavy assessment on the Electricity Supply Station. Satisfactory arrangements were made during the year with the Assessment Authorities, which have had the effect of considerably reducing the rates on the Electricity Supply Station.

Income Tax, on the other hand, has been a heavy charge against the profits of the Electricity Supply Station; the Company having suffered in common with others, owing to the relief granted under Section 43 of the Income Tax Act, 1918, being discontinued, and the discontinuance being made retrospective.

Past experience has shown that about £25,000 new capital is required each year for the automatic progress and development of the town. During the past six or seven years, this money has been obtained largely by loans secured on mortgage. For several reasons it is undesirable to continue pledging the Company's remaining securities, and the Directors therefore ask the shareholders to assist by subscribing for the remaining £1,000 in Gasworks Mortgage Debenture Stock, which, they will remember, carries 7 per cent. interest, and is secured as a first charge on the Company's freehold Gasworks.

Letchworth, in common with other places, has its unemployed problem, and at the present time there are many hundred men and women requiring work. The Directors have been in consultation with the Urban Council on the matter, and are glad to report that important work will be started directly by the Council, which, it is hoped, will relieve unemployment in the town. . . .

## Review of Dutch Periodicals and Books

**T**HOUGH small in area, Holland is very rich in the arts of civilization; though famed for her ancient cities, she is thoroughly modern in her development, especially in architecture and civil engineering associated with it.

We receive, from time to time, a large number of magazines and pamphlets connected with housing and town-planning in which, owing to her favourable neutral position during and since the war, Holland has been able to record much progress. The special architectural number of *Wendingen* (edited by H. Th. Wijdeveld) succeeds in at least one of its aims, that of being unique in format and typographical mannerisms; but the method here adopted of printing on one side only of a very thin folded paper happens to have originated with the Chinese some time before the Christian era. The struggle to get free from classic, gothic and renaissance styles of architecture into complete modernity has curious results, as the pages of *Wendingen* and other periodicals show; a summer-house by Zietsma at Limburg for the Amsterdam Young Men's Association, for instance, succeeds in imitating a palace or fortress of the Incas of Peru.

Designs by Luthman take us back to Egypt, while the Emigrants House at Amsterdam by De Klerk, has, we hope, no parallel on this earth. More intelligible yet original is the type of weighty monumental buildings such as the Raad van Arbeid at Amersfoort by Van Laren. In Hildo Krop's statuary we are reminded both of Mestrovic and the sculpture of New Zealanders.

We have formerly remarked on the excellent style of the *Tijdschrift voor Volkshuisvesting*, published monthly as the organ of the Netherland Housing Institute and the National Dwellings Council. The issues for six months are before us and contain a great amount of information relating to housing in Holland and other countries; the articles are well illustrated; a surprising amount of space is given to careful statistics and a wide review is made of most technical periodicals. Some of the notable studies are on agricultural workers' cottages (July-August) by A. M. Kuijsten. Photographs of houses of charming, if traditional, simplicity are given. The September and October issues contain articles on the Siedlings or Settlements round Berlin and a good



# GARDEN CITIES AND TOWN-PLANNING



**Workers' Dwellings in the Southern Extension, Amsterdam**

*Weekblad*

account of the housing position in England. Our pages are freely quoted. Some good designs for middle-class houses appear in the October issue, while November deals with housing in the Dutch East Indies, an activity now subject to regulation as at home. We have noticed an absence of interest in, or at any rate, reference to town-planning in the pages of the *Tijdschrift* hitherto, and are therefore glad to welcome the appearance of the "First Town-planning Number," dated December 22nd, 1921, published in addition to the ordinary issue for the same month. It is a very fine beginning and we hope will be followed by other issues of the same kind. The leading article is by M. J. Granpré Molière and the special feature is one on the Design for the Extension of Greater Utrecht, by A. Kepler, accompanied by a luxuriously printed map in colours, far more complete than anything produced in this or any other country. The plan of Utrecht differs from that of Amsterdam, though it has some common features—the surrounding polders, the inner canals and the large waterways. The city, originally small, is designed to extend to the south, west, and north-west, but not to the east, where there are four fortresses to guard it from a possible enemy. A vast expanse, as large as the original town, is located on the Amsterdam and Rotterdam roads for industry. Dr. Berlage is the adviser on the plan, and his task is, we should say, more happy than that allotted to him in regard to Amsterdam. Architecturally, the extension seems to promise well. A new name has been found by our Dutch friends for building schemes which are to bear the self-descriptive title of "Villa-park." There is a description and plan of one such at 'S-Gravenhage—a very luxurious place, not for the arbeiders or the middelstanders, we should imagine. The subject of the extension or—as it is appropriately called in Dutch—the *uitbreiding* of Apeldoorn, is dealt with by K. C. van Nes, who by diagrams and text, shows that he has grasped, in part at least, the satellite idea. P. Bakker Schut discusses the high building question as it concerns Germany.

## BUILDING MAGAZINES

Two periodicals, new to our pages, have come lately to hand from Holland—*De Bouwwereld*, published weekly by Van Rossen, Amsterdam, and *Bouwkundig Weekblad*, the organ of the Society of Dutch Architects. Both are more slight than the *Tijdschrift*, the first dealing chiefly with building, and the second far more freely with its subject. The



*De Bouwwereld*

**Design for the Second Chamber by Knuttel**





**Houses at 'S-Gravenhage**

By W. Greve and P. C. Albers

Built 1916-7. Number of Dwellings, 285. Cost of Construction, f911,321.33. Rent per week, f3.35 to f4.95.

outlook of both is wide, and passes beyond the borders of Holland. We gain in these two magazines a better knowledge of the personalia of Dutch architecture; articles on the lately deceased Dr. Cuypers and Herr Seliman and others appear in their pages. In *De Bouwwereld* for September 21st, appears a series of articles entitled "Moderne Bouwkunst," bringing under review the extraordinary movements of our day in relation to architecture, in which can be seen the new monumental and decorative features to which we have already referred. The design for a Museum of Hygiene in Dresden by Max Krampe appears to be a crystal palace of inverted test tubes symbolic of Hygiene if not of Health; that by Krayl has the same subconscious motif, while one by Luckhardt is so Wagnerian that it requires a thunderstorm as a permanent background. After such preparation it is not difficult to pass to an article by J. J. P. Oud in the *Bouwkundig Weekblad* on "The Future Architecture and some Architectonic possibilities," illustrated appropriately by futurist paintings by Severini and Severage. There is no mistaking the direction in which we are to be led; even the pavement is to be dazzled. The argument is sound: locomotives, motor-cars, factories, machinery, bridges, show an irresistible movement from the conventional to the necessary, in which form becomes simple and virile. Architecture must have the same "possibilities" of development away from older styles towards something that the future alone holds.

## OTHER PUBLICATIONS

Accompanying the excellent map of Utrecht, to

which reference has been made above, an *Explanation of the design for the Extension of Utrecht* was issued from the Burgomasters' office in September, 1921. It is a document of twenty large pages, signed by Messrs. Hosboer and Berlage, respectively director and adviser of the extension, and is indispensable to its proper understanding. Various *Reports*, Nos. XI, XII, and XIII, are to hand from the Nederlandsch Instituut voor Volkshuisvesting in reference to conferences held last year in Amsterdam and Utrecht. This institute is the central bureau for information connected with housing and town-planning in Holland; its publications can be obtained for our members through the office of our Association.

*Arbeiderswonnigen in Nederland* is a fine book of xii+156 pages of illustrations and plans of houses for the workers erected in various parts of Holland recently; it is from the pens of Dr. H. P. Berlage, A. Keppler, W. Kromhout and Jan Wils. The chapter by W. Kromhout, on "Town and Village Extension," is of singular interest, and as the book will, we understand, shortly be issued in English, some of our readers may care to secure copies from this office. The Dutch version is published by Messrs. W. L. and J. Brussé, Rotterdam, from whom we have received permission to print some illustrations. The book devotes space to statistics of cost which must be very useful to its Dutch readers and underneath the specimen of houses appearing in these pages we give certain figures which are taken from the original. Exchange of the florin at par is 12.1 to the £.



# Reviews of Books, Etc.

For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place W.C.1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.

## A GREAT TOWN-PLANNER

*Daniel H. Burnham, Architect, Planner of Cities.*

By CHARLES MOORE. 1921. Boston: Houghton, Mifflin Company. London Agents: B. T. Batsford Ltd. 2 vols. 250 pp. and 238 pp. 20 dollars.

The well-told story of a life occasionally gives a more accurate, vivid and illuminating impression of a period of art than is to be found in any other form. Such is Charles Moore's great biography of Daniel Hudson Burnham, Architect and Planner of Cities. Burnham began his professional practice in 1872, and in 1891 he was the senior member of an architectural firm that had built forty million dollars' worth of buildings. He was ready to contribute notably to the art of architecture to which his life was generously dedicated. During the period in which he worked, American architecture was virtually revolutionized, and a new era, with new ideals, was inaugurated and firmly established. Moreover (and this is of special significance), he, first among the architects, pointed the way to the application of architectural skill to the replanning of big cities. Unquestionably Burnham was not only one of the three or four greatest architects of his time, but the leading designer of cities—with plans to his credit for Washington, Cleveland, San Francisco, Manila and Baguio in the Philippines, and Chicago. In this field he had signal success because of his courage and imagination. The keynote has never been so well expressed as in his own words: "Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency. Remember that our sons and grandsons are going to do things that would stagger us."

He knew how to work in association, he believed in all the arts, and appreciated the contribution that each could make. His tribute to landscape architecture showed not only insight, but a generous professional spirit. After describing the generally low standard of public work in this country in the early 'nineties, he writes (on the flyleaf of a scrap-book): "Then came the Fair of '93 and the millions who saw it understood at once what was needed to effect a change from the old unsatisfactory way of doing things. They saw that though a pool, a grassy bank, a building may be individually beautiful, each of them may appear ugly in the midst of inharmonious surroundings, and moreover no one of them by itself is so beautiful as a union of them all in a good design. The people at large discovered the art of Landscape Architecture and were delighted." The same note, but this time with regard to Architecture, is sounded in a letter to the Secretary of the Treasury, in which he wrote: "There are two sorts of architectural beauty, first, that of

the individual building; and second, that of an orderly and fitting arrangement of many buildings. The relationship of all the buildings is more important than anything else."

The touchstone of Daniel H. Burnham's life is Chicago. Beginning with the Columbian Exposition in 1893, and ending with the Chicago Plan in 1909, it was always Chicago, his adopted city, that was the goal of his chief efforts. As Burnham's Boswell, Charles Moore points out in the preface that "The impulse to plan American cities for unity, amenity and beauty was born of the Exposition"; and later, "All the years from the time of the Fair he had been pondering in his mind the needs and possibilities of Chicago. At last the chance for action came."

If the reader would understand what happened to American art, and especially to American art in relation to American life, between the World's Columbian Exposition and the World War, if he wishes for insight into the art of city planning, if he would be taken by the hand and graciously introduced to the inner circle of men of constructive imagination during the two decades beginning in 1893, if he cares for a real biography of a self-made, midwest American, rendering public service through art, if he would enjoy a fine, scholarly book—fine in subject matter, scholarly in authorship, well printed, beautifully illustrated and bound—he should make up his mind to invest in Charles Moore's life of Daniel H. Burnham.

JOHN NOLEN, in *The Home Beautiful*.

## TECHNICAL HANDBOOKS

*Simplified Methods of Calculating Reinforced Concrete-Members.* By W. NOBLE TWELVETREES. 2nd edition. 72 pp. 5s.; and *Blue Printing and Modern Plan Copying.* By B. J. HALL. 130 pp. 6s. Sir Isaac Pitman and Sons Ltd.

The publishers are to be congratulated on the continued popularity of their long and valuable series of technical books (to which the present two belong). The edition of Mr. Twelvetrees is of wider scope than its predecessor, and covers simplified methods of calculation for beams, compression members and members subject to combined stress. The notation throughout is in accordance with the new standard notation of the Concrete Institute, and all the equations are expressed in standard forms. Chapter III deals especially with labour saving diagrams which certainly promise a considerable measure of simplification.

So rapid is the progress of modern requirements in engineering and architecture that it is no wonder the copying of drawings and prints has become a specialized craft. Many large drawing offices have photo printing rooms attached to them rather than send their work out to firms. In either case Mr. Hall's book is a sufficient guide to the right methods and appliances required; it is based on the unpre-



cedented experience of the war which made great demands on British technicians. Who does not know the thick glass of the photo frame that cracks, or the pneumatic frame that leaks, or the clockwork lamp that gets out of order just when it is wanted? Such accidents are generally due to insufficient mastery of the detailed precautions necessary in the working of the plant. We can cordially recommend this book which, in the first place, explains the capabilities of contact photography and allied processes for plan copying, secondly the plant necessary, and thirdly the lay-out of an ideal photo-printing room.

*The Town Planning Review.* Vol. IX, No. 3, December, 1921.

The present issue of this quarterly review is of unusual interest. Too brief a reference, we think, is made in the editorial on "The future of London" to that important topic, and we hope Professor Abercrombie and his talented staff will return to the theme later with something more than a friendly commendation of the London Society's recent Report. We are glad to notice a useful article on new arterial roads now in course of construction, illustrated with many plans. One naturally has confidence that from an engineering point of view these developments will be well carried out, but the danger is that their purpose is not always the best. Arterial roads should have, or contribute to, a distributive function, and thus they concern not only the town to which they are adjacent. The editorial referred to above hopes for the generation of a public opinion which shall be the driving force behind the new London that is to be; for this reason we commend the article on "How to popularize civic design," by Trystam Edwards, which concludes with the following words: "It is here contended that Town-Planners can only lighten their burden by sharing it with as many people as possible, and they should spare no pains to associate their subject with interests, both great and small, with personal and familiar things, and especially

with those social arts which are instinct with the very spirit of humanity."

As the fire of London produced Sir Christopher Wren's plans for the rebuilding of the city, so the burning of Salonika has produced a Salonika Town-Planning Act of a very enlightened character which John W. Dawson explains in full in the present issue of the *Town-Planning Review*. There are lessons to be learned by towns that have not suffered from a recent fire. Mr. Charles C. Reade writes on town-planning legislation in Australia and Malaya, and the editor reviews the Report, by Charles H. Cheney, on the major traffic street-plan of Portland, Oregon. There are other interesting features.

*Local Government in the United States.* By HERMAN G. JAMES. D. Appleton and Co. 1921. pp. xv+482. 18s.

America has produced not only special forms of Government, but has found the necessity for "Professors of Government" at her universities. The author of this book holds such a position in the university of Texas. As may be recognized, the older forms of local government in America rested on models supplied by England and France. The author does well to devote the opening sixty pages to an account of these origins. The summary of local government in the States of 1850 to 1900 and since, found in Chapter II, is very interesting, and shows the problems to be unlike ours of the same period owing to the creation of so many entirely new towns. America therefore followed tradition less, and had to find new methods adapted to new conditions. The book is admirably clear in its arrangement and should serve the purpose of American "local governors" and British observers. Indeed, it might be well for us to return the compliment and to borrow some of the better instruments of local government used in America. We might begin, perhaps, with a "Professor of Government" attached to London University well within call of Whitehall.

## Notes and News

### HOUSING TO DATE

The official information will be found this month following the "Editorial Comment," on p. 19.

### DAILY MAIL IDEAL HOME EXHIBITION

The Garden Cities and Town-Planning Association is arranging Conferences at the above Exhibition, March 1st to 25th. The general outline is as follows:

- Mar. 1—Exhibition opens. No conference.
- „ 2—Conference of Women's Organizations. 10.30 and 3 o'clock.
- „ 3—Utility Small Garden Conference.
- „ 4—*Saturday*. Conference on Rent.
- „ 6—} Young Farmers' Days.
- „ 7—}
- „ 8—Health and Home.
- „ 9—Poultry.
- „ 10—Conference on Greater London. 5.30 p.m., Annual Meeting of Garden Cities and Town-Planning Association.

- „ 11—*Saturday*. Conference of Public Utility Societies; afternoon and evening.
- „ 13—The Small House: Furnishing and Fitting for Saving Labour.
- „ 14—} International Garden Cities and Town-
- „ 15—} Planning Association Conference.
- „ 16—International Garden Cities and Town-Planning Association at Welwyn Garden City.
- „ The Utility Small Garden—at Olympia.
- „ 17—Open Spaces for City Dwellers.
- „ 18—*Saturday*. The Slum Problem.
- „ 20—Domestic Science.
- „ 21—Poultry.
- „ 22—Health and Home.
- „ 23—Fruit Growing.
- „ 24—Infant Welfare and Children's Questions.
- „ 25—*Saturday*. Conference on a New National Housing Policy.

All Conferences with the exception of that on March 2nd will be held at 3 o'clock in the afternoon.



# GARDEN CITIES AND TOWN-PLANNING

Members of the Garden Cities and Town-Planning Association are invited to apply for tickets for any Conferences in which they are interested to the Secretary, 3, Gray's Inn Place, W.C.

The *Daily Mail* will invite all those attending the Conferences to visit the Exhibition.

## INTERNATIONAL GARDEN CITIES AND TOWN-PLANNING CONFERENCE

We repeat in greater detail the particulars of the next Conference of the Association which will be held at the *Daily Mail* Ideal Home Exhibition, Olympia, London, on **March 14th, 15th and 16th, 1922**. The Conference will deal with matters of great importance to all interested in the present position of housing and town-planning throughout the world. There will be no delegate fees. Each delegate will receive a ticket of admission to the Exhibition available during the period of the Conference. The Exhibition will consist of exhibits of building materials, fittings, labour-saving devices and furniture, and will be of unusual interest. The Association is arranging for an international exhibition of specially selected plans, pictures and diagrams of housing schemes and town-plans.

The papers dealing with the subjects for discussion will be prepared by leading authorities in various countries and will be available in French and English prior to the Conference. Representative bodies will be invited to contribute literature dealing with the post-war experiences in housing and town-planning in their respective countries.

The delegates from abroad will be entertained to luncheon on March 14th and 15th at Olympia, and on March 16th at Welwyn. A representative assembly of delegates from overseas is expected.

## PROVISIONAL PROGRAMME (*subject to revision*)

### TUESDAY, MARCH 14th, 1922.

- 10 a.m. Bureau of information open for the use of delegates.
- 12 noon. Reception and Presidential Address.
- 1 p.m. Luncheon. The Rt. Hon. Lord Robert Cecil, M.P., will preside.

### WEDNESDAY, MARCH 15th, 1922.

- Specially Conducted tour of the Ideal Home Exhibition.
- 1 p.m. Luncheon. The Rt. Hon. Cecil Harmsworth, M.P., will preside.
- 2.30 p.m. Conference: The steps required to get garden cities started throughout the world. (A paper on this subject will be circulated to delegates prior to the Conference.)
- 4 p.m. Annual Meeting of the International Garden Cities and Town-Planning Association.

### THURSDAY, MARCH 16th, 1922.

- Visit to the *Daily Mail* Model Village and to Welwyn Garden City.
- 1 p.m. Luncheon.
- 2.30 p.m. International Conference on the Reduction of Building Costs. A large number of interesting examples of building in various materials can be seen at Welwyn Garden City. Short

papers will be contributed by delegates from various countries.

Tours to Letchworth and various housing schemes will be arranged for Friday and Saturday, March 17th and 18th, for those delegates who care to attend.

A seven days' tour of provincial housing schemes can be arranged if a sufficient number of delegates wish it.

EWART G. CULPIN,  
C. B. PURDOM,

*Hon. Secretaries.*

## LONDON LABOUR PARTY AND HOUSING

The London Labour Party, in their manifesto on the London County Council's election, declares it will fight for the adoption of the following policy:

(a) The full use of the existing town-planning powers and the securing of authority by the L.C.C. enabling it to control all building and rebuilding operations in the County (including the City) of London;

(b) Co-operation between the authorities concerned to secure a comprehensive regional planning policy in London and the Home Counties, with a view to the founding of a considerable number of new towns on garden city principles under municipal auspices, and the preservation of an adequate extent of open country and agricultural land;

(c) Full and frank consultation by the housing authorities with representative working women's organizations as to house plans and the provision of desirable communal facilities designed to lighten the work of the housewife.

## THE SITE OF LONDON UNIVERSITY

We have received by courtesy of Capt. G. S. C. Swinton a reprint of his powerful article which appeared in *The Nineteenth Century and After*, of October 1921. His proposal is in brief that the Bloomsbury site of 8½ acres should be abandoned, and that, instead, the whole of the Holland Park, now in the market, together with certain adjoining land the lease of which will expire shortly, should be taken now as a site on which the London University can be worthily placed and can in the future, adequately expand. The case for his proposal is argued almost entirely on town-planning lines and it is of particular interest to note that he is fighting against the idea of undue centralization, and for a coherent scheme by which various centres of attraction would counterbalance each other, thus minimizing transport difficulties. "It is a blunder," he says, "in civic management, when morning and evening everybody is travelling in the same direction. Whoever turns the stream of travellers against the fashionable current is a benefactor to the community." Mr. Swinton's article has already had great influence, and it is hoped that the authorities of the University are not irretrievably committed to the Bloomsbury site.

## BOUND VOLUMES FOR 1921

Bound volumes of this journal for the year 1921 are now ready; the price is 16s., postage extra, 1s. There are still a number of copies of the volumes for years 1913 to 1920 in stock, price 10s. 6d. each, postage 1s.



# GARDEN CITIES & TOWN-PLANNING

INCORPORATING · THE · HOUSING · REFORMER

Editors: WILLIAM L. HARE and W. McG. EAGAR

Vol. XII. No. 3

MARCH, 1922

## Editorial Comments

**I**MMEDIATELY following this comment we print the relevant portions on the Ministry of Health Estimates, from Part II, Chapter II, of the *First Interim Report of Committee on National Expenditure*, popularly known as "Geddes' Axe." The term is not inappropriate, for if the proposals as to housing now suspended threateningly in the air are realized they will certainly cut off a good many heads.

### RESPONSIBILITIES, REVOCABLE AND IRREVOCABLE

We call attention to the significant remark in the paragraph on the Private Builders' Subsidy, that "the Government are irrevocably committed to this expenditure, and we have no comments to make." There are some stern questions to ask, however. Does the Committee really consider this small portion of a total housing policy as the only part to which the Government is irrevocably committed? Is the Government free to do what it likes with the rest? Has not the Government contracted legal and moral responsibilities in regard to local authorities, working-class tenants, ex-service heroes, and the citizens at large, which it cannot honourably escape? It is true that the expenditure of  $2\frac{1}{2}$  million pounds during 1922-3 to close the scheme of the private builders' subsidy is a relatively small affair when compared with the total burden of 10 million pounds per annum for sixty years. But the larger amount is a subsidy quite as much as the smaller amount, and was based on the same principle of the assumed necessity for State aid to build a large number of houses. The Government is surely committed irrevocably as much to the whole of its "restricted programme" as to part of it unless a better policy can be found in the meantime.

As our readers know, we have never been enamoured of the original scheme of granting stupendous subsidies to local authorities over a long period of years, and when the breakdown of the policy was foreseen by us we made ourselves responsible for a "restricted programme" of 200,000 houses, followed by a new policy of regional planning and satellite towns. The Government apparently adopted the first part of our suggestion, but not the second.

Now the Report of the Geddes Committee would sweep aside all obligation contracted in an Act of Parliament between Government and people and, in the name of economy, would bring us back to the deadlock of the armistice period. The Report blandly ignores the baffling problem of house supply as of no consequence and grapples with nothing but a proposal to sell State property cheaply for the doubtful benefit of the taxpayer. This procedure may be such as would emanate from a committee of economists, but a committee of good statesmen would realize that we must have both houses for the workers *and* economy. One without the other is worse than useless.

If, as we now proceed to examine the Committee's proposals, we seem to be defending the older policy which we have formerly criticized, it is only because the new policy is worse. In principle we still cling to our own policy as better than both that of the Government and the Geddes Committee.

We have very good reason to believe that at the time of the armistice the condition of the country was such that two clear alternatives were seriously examined by the Government in regard to the supply of houses. Either wages had to be raised to enable the workers to pay



## GARDEN CITIES AND TOWN-PLANNING

an economic rent for houses built by the normal processes of the trade, or existing wages had to be supplemented by a large subsidy to house rent. The former solution was too dangerous and uncertain in its operation, and the rent subsidy was accepted in its place. The decision, in the difficult circumstances, was a wise one, for while the raising of wages to make possible the universal payment of economic rent might have produced some houses, it could not be guaranteed to do so; it might have produced more luxury-spending, or less industry, and so on. On the other hand a scheme to build through the local authorities would at least produce houses, physically; and that was half the battle. Homeless workers would flock to these houses and the immediate house famine would cease. The financing of this gigantic movement was not easy, but at least it was separated from the material problem of house supply. Tenants are now in the 77,000 houses reported completed in our issue of last month and, given good fortune, about 160,000 houses may be completed and tenanted under the restricted programme by the end of this year.

### THE SALE OF HOUSES

There are regulations under the Acts for the sale of houses on certain terms, but it is obvious that only a comparatively small number of tenants will be in a position to buy them. If many were sufficiently prosperous to purchase, or, to stretch the point, if all were, then the assumption underlying the whole policy of rent subsidy would be proved false: for if tenants are able to *purchase* houses at 75 per cent. or 50 per cent. of their cost they could well afford to pay more than an uneconomic rent of £16 or so per annum. But, as everyone knows—especially during the present crisis of unemployment—the working classes *cannot* purchase their own houses.

The housing policy was framed to enable the very large working population, liberated by the cessation of war, to rent houses in towns to which they were drawn by industry; it was framed to have a good social and industrial effect upon the country, at an admitted and necessary expense to the Exchequer. The Axe Committee, however, disregards sociology, industry, economics and moral obligation: it courts revolution, and occupies itself alone with finance—a narrow, dangerous and impractical view.

### INCREASED RENT OR EVICTION

But let us assume that the state-owned houses are sold as the result of an amendment to the Acts: that the total burden accruing from the completion of the restricted programme is reduced from £600,000,000 by 36 per cent. On to whose shoulders will it be shifted as it slides off the back of the taxpayers? If the local authorities purchase the houses they will either have to raise the rent from a net to an economic level or put the burden on to the rates. If speculative landlords buy the houses they will certainly have to charge an enhanced rent to yield them a profit. But here again we are met with another difficulty in which the Minister and the Committee are in ominous agreement: according to the Report the one affirms "it is very unlikely that it will ever be possible to increase rents" and the other confesses "it appears unlikely, therefore, that any material increase in the rent for these houses can be looked for."

We may summarize the thing in a sentence by saying that the Committee proposes to sell 176,000 houses that the working-classes, as a whole, cannot buy, that the ratepayers will not buy, and that landlords would be foolish to buy unless they can secure an economic rent. There is yet another evil alternative that the houses will be sold to the slightly more fortunate lower-middle-classes (or newly-rich working men to the number of 170,000) who will evict the present tenants—workers, heroes and their families. What a witches' cauldron of mischief these business experts have set abrewing!

Nobody would be more pleased than the Garden Cities and Town-Planning Association if practical economy could have been enforced by the adoption of the Committee's proposals, but we cannot hide it from our members and numerous readers that, with every wish to receive help from any quarter, and with no party axe to grind, we must unhesitatingly reject this ill-considered plan. We regard a State subsidy of some sort as absolutely necessary to tide over the difficult decade that is before us, and the Council of this Association has given much time and attention to the discussion of details. In the present issue of this JOURNAL



will be found a draft memorandum now in circulation before the Council which is for the present difficulty our constructive alternative to the wild blows of the axe of false economy. Our major policy of regional planning and satellite towns on the garden city principle will be expounded continually, and we hope thereby to call away the public, and such administrators as are open to the light, from all empirical and transitory stratagems.

## Housing and the Axe

(Extracts from Part II, Chapter II, on the Ministry of Health Estimates in the First Interim Report of the Committee on National Expenditure. A few important sentences have been italicized by us.—EDITORS.)

THE estimate of £11,400,000 for housing in 1922-3 is made up as follows:

|  |             |
|--|-------------|
| (a) Subsidy to private builders ...                                      | £2,500,000  |
| (b) Grants towards the deficit on local authorities' housing schemes ... | 9,500,000   |
| Discount on sale of army huts ...  | 20,000      |
| Improvement of slum dwellings ...  | 130,000     |
|  | <hr/>       |
|  | £12,150,000 |
| Less balance of sales of housing materials over purchases ...            | 750,000     |
|  | <hr/>       |
|  | £11,400,000 |

### (a) PRIVATE BUILDERS' SUBSIDY

We are informed that certificates have been issued in respect of 42,000 houses in England and Wales involving a total subsidy of £10,000,000, which is in course of payment. Of this sum it is estimated that £2,500,000 will remain to be paid in 1922-3, which will complete the scheme. *The Government are irrevocably committed to this expenditure, and we have no comments to make.*

### (b) LOCAL AUTHORITIES, ETC., HOUSING SCHEMES

... The following particulars show how serious a burden the scheme has thrown on the public purse:

|   |             |
|---|-------------|
| The average cost of each house will probably work out at ...  | £1,100      |
| On which the loan charges represent about 6.8 per cent., or ...   | 75 per an.  |
| Towards this sum the net rents provide on the average only ...  | 16          |
| Leaving a deficit on each house of ...  | 59          |
| The contribution from the locality is limited to the produce of a 1d. rate, which works out per house at: | 4           |
| which is the total contribution from the local ratepayer, ...   |             |
| Leaving the taxpayer to find on each house ...  | £55 per an. |

... The sum needed for 1922-3 is given as £9,500,000, and we are informed that the full annual charge, *on completion of the scheme*, will reach £10,000,000 per annum, and will continue for sixty years, subject to slight measures of relief. ...

We are advised by the Minister that *it is very unlikely that it will ever be possible to increase rents so as to reduce the charge*. Rents are now fixed under regulations which were determined as the result of negotiations between the Ministry and local authorities. Under these regulations the initial rents must be based on the rents of similar houses in the locality, due account being taken of any superior amenities and of the increase of 40 per cent. authorized by the Increase of Rent Acts. ...

The lamentable and outstanding feature is the fact that local authorities who administer the schemes, subject to general directions from headquarters, have no longer any direct financial interest in economy. Their liability is limited to the produce of a penny rate which is greatly exceeded in nearly all cases. This is an extraordinary and anomalous position. ... We are much concerned at the heavy liability which has been assumed by the State, and feel that every possible avenue of relief should be actively explored. The only feasible method to reduce the annual charge of £10,000,000 appears to be *the sale of the houses*. If the houses could be sold at an average price equivalent to 50 per cent. of cost, *the following would be the effect on the Exchequer*:

|   | £  | s. | d. |
|---|----|----|----|
| The loan charge would be reduced by one-half of £75, i.e., by ... | 37 | 10 | 0  |
| The net rent would be lost ...                                    | 16 | 0  | 0  |
| Leaving a net saving of ...                                       | 21 | 10 | 0  |
| per house sold per annum.   |    |    |    |

There would, in addition, be no further risk in connection with repairs, empties and non-collection of rent. This saving represents 36 per cent. of present loss and, if all the houses were disposed of on this basis, would be equivalent to £3,600,000 per annum. Every house sold on this basis would be a real and permanent economy. ...

*The Minister of Health is in agreement with us as to the desirability of selling as many houses as possible.* ... If by an amendment of the Acts as recommended, houses were free from all restrictions and sold in the open market, it is certain that a better price would be obtainable than at present. A policy of sale appears to be the only means whereby the heavy burdens on the State in respect of housing commitments can be mitigated. To-day there is no financial inducement to a local authority either to sell or in any way to reduce the burden of £55 per annum falling on the taxpayer in respect of each of the 176,000 houses.



# A Constructive Housing Policy

*(As a further outcome of the Conference of the Council of the Garden Cities and Town-Planning Association, held at Welwyn last October, the following Memorandum has been drafted. It should be read in conjunction with that appearing in the issue of this journal for December, 1921, entitled "The Development of Garden Cities," which was revised and submitted to the Minister of Health.—THE EDITORS.)*

## 1. THE DEMAND FOR HOUSES

IT is sometimes suggested that housing needs are now very much less than they were immediately after the war. No evidence is adduced in support of this view, and it is beyond doubt that the demand for houses is extremely acute. The following facts and figures may indicate the extent of the shortage:

- (a) The building of houses since the war, despite the activities of local authorities, has been less than the normal annual supply required to replace worn-out houses and to meet the natural increase of population.
- (b) The increase in population between 1911 and 1921 was less than normal, but there was still a nett increase of over 5 per cent., despite losses during the war.
- (c) Even where the population was stationary or diminishing there was, in the 1911-21 period, a great increase in the number of families, e.g., in the County of London, while the population diminished 0.9 per cent. the number of families increased 10.7 per cent. The family is the unit of housing demand.
- (d) In 1911 there was already a large amount of overcrowding affecting as much as 10 per cent. of the population.

These figures are confirmed by general experience. To-day very large numbers of people cannot find any house or even rooms. Overcrowding is extremely acute. In one London parish alone six hundred families are living entirely in basement dwellings. In many districts people have to live in the workhouse. Houses and areas condemned even before the war still remain occupied, owing to the lack of alternative accommodation.

The Garden Cities and Town-Planning Association is not prepared to dogmatize on the precise number of houses required, but when account is taken, firstly, of overcrowding and of the necessity for clearing slum areas and closing unfit houses, and, secondly, of the normal number of houses required every year to meet the increase of population and replacement of worn-out houses, it is probable that, within the next fifteen years, approximately 2,000,000 new small dwellings will be required. The number required to

replace worn-out houses and to meet the yearly increase of population would alone be 80,000 a year, i.e., in fifteen years 1,200,000.

## 2. THE SUPPLY OF HOUSES

During the years since the Armistice, 95 per cent. of the houses for weekly-wage earners have been built by local authorities with the aid of the Government subsidy. (The houses built by private builders under the £260 subsidy scheme do not cater for the weekly wage-earner.) The cost of building has admittedly fallen recently, but there is no immediate prospect of private enterprise unaided, or local authorities unaided, building an adequate number of houses for the weekly wage-earners, as it is unlikely that the cost of building and the rate of interest on capital will for some time to come be reduced sufficiently to enable such dwellings to be let at economic rents. It must be remembered that, as wages have fallen concurrently with the fall in the cost of building, the ability to pay an economic rent is less now than two years ago. Therefore, unless many houses are given some form of subsidy, a sufficient number will not be built for a long time to come. The housing situation is too acute to wait indefinitely until the all-in cost of a house has fallen to about £350 and the rate of interest on loans to 4 per cent.; yet this is what would be necessary if economic rents are to be obtained from the ordinary weekly wage-earners.

The Association, much as many of its members dislike the idea of subsidized housing, is forced to the conclusion that some form of subsidy is still and will be necessary. The main question is, what form of subsidy? This question involves a short consideration of the operations of the existing scheme.

## 3. SUBSIDY TO LOCAL AUTHORITIES UNDER THE ACT OF 1919

The form of subsidy under the 1919 Act had certain advantages, the main one being that local authorities were induced to proceed with their schemes without a reasonable fear



## A CONSTRUCTIVE HOUSING POLICY

of casting a burden on the rates above that involved in a *rd.* rate. There is no doubt, however, that the method had many disadvantages, the chief of which was that the cost of building was increased, and the local authorities were not given sufficient inducement to keep down costs. The Act was faulty also in administration, because adequate provision was not made for securing reasonable uniformity in the rents fixed or the assessed values of the houses.

A further grave disadvantage in actual operation lay in the fact that there was not scientific consideration given to the distribution of houses so as to secure that, from a national point of view, they were built in the right places. In particular, an insufficient number of houses have been built in the rural and semi-rural districts, while there has been a marked tendency to provide the largest number of houses in those towns which are already too large. No consideration has been given to the possibility of decentralizing industry or, in fact, to the location of industry at all.

4. The Association, therefore, proposes:

- (a) that the form of subsidy included in the 1919 Act should be abandoned, but that there should be some form of subsidy which would ensure economy on the part of the local authority, and also not retard the fall in the cost of building; but
- (b) that the subsidy should be given only for houses located where they provide, not merely for immediate necessities but for the ultimate requirements of the area; in short, that the sites should be chosen as part of a town plan.

### 5. *THE NEW FORM OF SUBSIDY*

The Association has considered a number of alternative forms and has come to the conclusion that the least objectionable form is a flat rate subsidy, the amount of which would be based on the actual cost of building and be reduced from time to time as the cost of building continued to fall. This would secure the exercise of economy by the local authorities, and every saving on the cost of the house would enable them to charge a lower rent to their tenants. The giving of such a subsidy would not retard the fall in the cost

of building. The Association recognizes that it may be necessary to give a larger subsidy in rural districts than in urban districts, but this is a matter which would have to be considered very carefully in all its economic bearings.

### 6. *DISTRIBUTION OF HOUSES*

The need of and demand for houses must be considered in direct relationship to the larger problems of regional-planning and town-planning. The siting of houses must be treated scientifically in relation to local and national problems of transport and location of industry. In *GARDEN CITIES AND TOWN-PLANNING* for April to July, 1921, full consideration was given to the problems of regional surveys and regional-planning in connection with a National Housing Policy. Broadly speaking, the proposal was that regional authorities should be set up in a number of natural regions, and that in each region this authority should be charged with the duty of preparing a broad outline plan, indicating among other things what districts should most suitably be developed and, therefore, in what districts working-class houses would be required. Houses would thus be distributed according to a scientific plan and not merely built where the immediate local need was most clamant. As the State is to find the money in respect to houses, it must have the right to delegate to a regional authority the decision as to where the houses are to be built, but the regional authority must of necessity keep in closest possible contact with local knowledge and feeling.

### *PRIVATE ENTERPRISE*

In what has been said so far it has been assumed that working-class houses will be built by the local authorities or by the State; so far as most weekly wage-earners are concerned that appears inevitable, but at the same time, with the falling cost of building, it should be possible for private enterprise and for public utility societies to provide houses for some of those included under the wide term "working classes." We hope, in a future issue of this journal, to print a Memorandum dealing with the work of public utility societies in general, and the possibilities of their future operations.



# London Suburbs

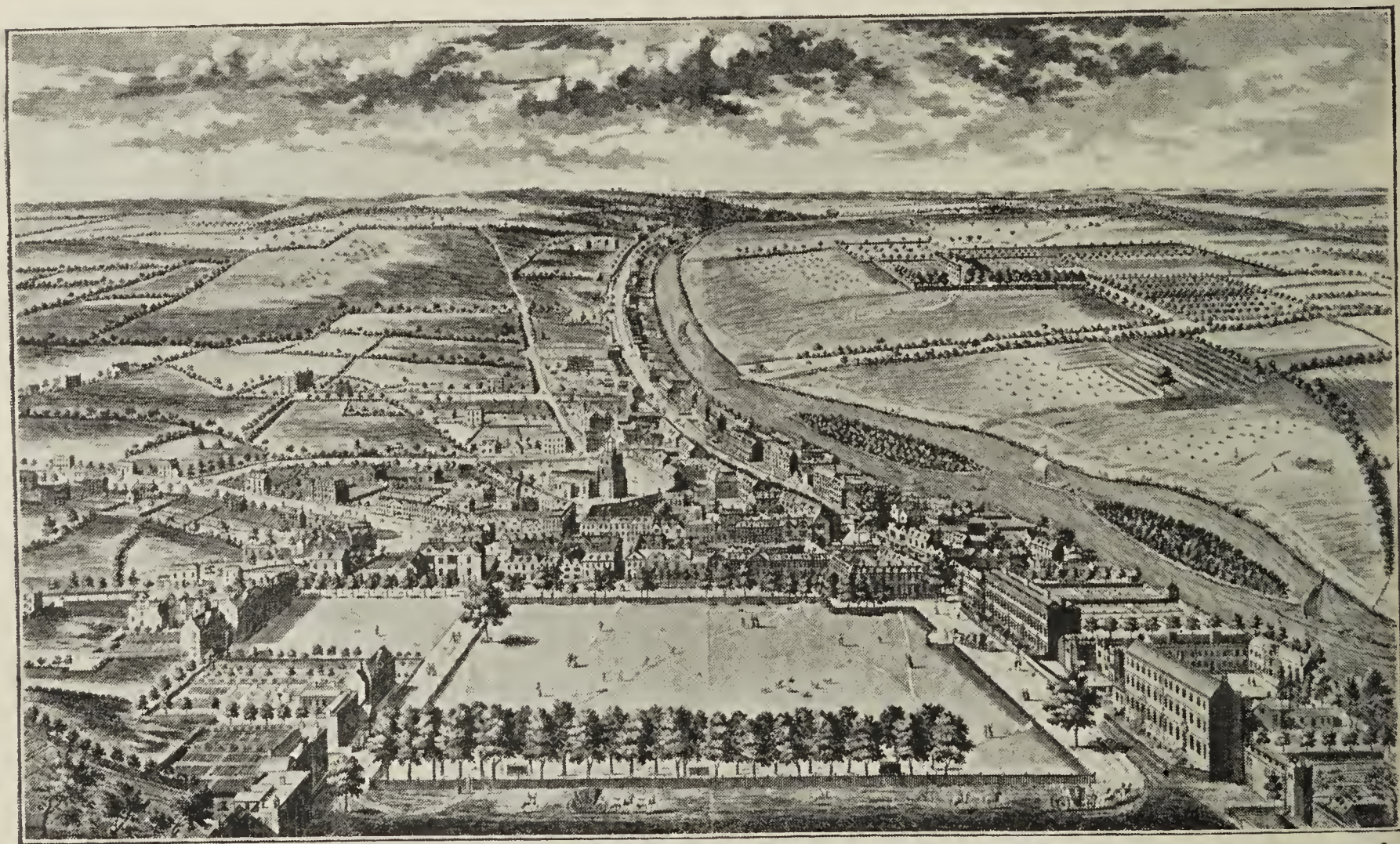
## II.—Richmond

By BARBARA SOMERSET.

**I**T is a far cry from the farthest East to the farthest West of London Town. I suppose it takes the best part of two hours to travel from Blackheath to Richmond, a matter of 12 to 15 miles; and one could get from London to Oxford in that time. Blackheath is bracing, somewhat rugged, and has a spacious air which suggests opulent merchant princes; but Richmond—Royal, romantic, historic Richmond, with its unrivalled combination of park, hill, and river, is unique among suburbs.

From the days when Edward III, having concluded a "Perpetual Peace" (fashionable even in those days), sat alone in his Manor of Shene, stunned by the news of the Black Prince's death, down to the birth of our present heir to the throne at White Lodge in Richmond Park, this old town has been bound up with the loves, lives, and fates of English kings and queens and princes. Therefore to write its history is largely to

write theirs. This has been done in many volumes and will be done again, for it is a fascinating theme: but not for us. This is no history book or guide. Our pleasure is merely to trace some impress of its past upon its present outlines. Those who would like to see what Richmond looked like two centuries ago should go to the Free Library, and study "The Prospect of Richmond in Surry," a most enticing picture-map dated 1720, reproduced in miniature here (1) by kind permission of the Librarian. Even then it was a considerable town with terraced houses and narrow streets, especially round the south-west corner of the Green. The hill was almost entirely unbuilt over—and the main road up to the park appears to start at the parish church instead of, as now, in a fosse from Hill Rise. We can see the old wooden railings round the Green, afterwards replaced by William IV by iron ones at his own expense. Old Palace Terrace in the corner and Maids of Honour Row look much



(1) "The Prospect of Richmond in Surry," dated about 1720, looking from the N.W. side of Richmond Green



as they do now, but there was a good deal more of the Old Palace then than there is now, though Queen Anne had already demolished a great part of it. Pembroke Terrace on the N.W. side of the Green did not then exist, and the trees strike one as being rather small and young. For the rest—of the two eyots in the Thames one seems to have disappeared and the opposite bank appears entirely left to the farmers. The list of what were then considered features of importance and therefore marked with letters is distinctly naïve, including, as it does, the undistinguished-looking residences of “Col. Fludyers,” “Col. Duncombe,” and “Esquire Michill,” none of which worthies appear to have any further claim to immortality. The naming of the London Road as “The road to Clapham” is a last touch of quaintness.

We must now turn to the Borough Map of 1907. Here we see that Kew, Richmond and



(2) Richmond Bridge from Cholmondeley Walk

Petersham occupy the whole of the big bend in the river between Mortlake and Kingston. These three parishes were incorporated in a borough in 1890—almost the end of a century of growth and expansion which, at the hands of that ruthless materialist, the Victorian builder, went far to destroy its natural beauties. On the north, skirting the river, stretches the expanse known as the Old Deer Park adjoining Kew Gardens. On the west is the river frontage of the town rising towards the hill at its southern end, where it is bounded by the great Richmond Park of over 2,000 acres. Thus, though by no means a garden city, it fulfils one of the ideals of garden city planners, in that it is surrounded by a belt, not of agricultural land, but of glorious park, common and meadow. Only on its eastern side does it bid fair to get built over, and it is from this side that the Londoner

approaches it by the high road through Wandsworth, Putney, Barnes and East Sheen.

The quickest way to Richmond is by an electric train on either the S.W. or District Railway, which lands a visitor in about twenty-five minutes in the heart of her busiest thoroughfare; or one can take the humble 'bus along the road, and enter by the Sheen Road. This meets the Kew Road at the Quadrant, and there the two roads merge into “George Street” which runs on into the *cul-de-sac* between hill and river into which the town is crowded. Beautiful as are the surroundings, and lucky as it is to have preserved them intact through the centuries, it cannot be denied that as a result the town is most painfully cramped. George Street, a narrow, crowded thoroughfare, the principal shopping street of the town, runs into Hill Rise, and instead of following its natural course along Water Lane to the river, we are obliged to turn sharp to the left, ascend the hill for a couple of hundred yards, when another right-angle turn and a steep gradient takes the road on to the fine five-arch stone bridge which now spans the river where the ferry is marked on the old prospect map.

## THE SITE OF THE BRIDGE

What aberration, we may well ask, prevented the building of the bridge at its natural place at the end of Water Lane? Hereby hangs a tale indeed, too full of morals to be suppressed. For three centuries before 1770 a ferry had existed on the site of the present bridge. Entries in the privy purse of the Tudor kings show how continually they made use of it. Reference is also made to the steepness of Ferry Hill, when an old woman used to make a living by letting out chairs for “the quality” to rest on after clambering up from the water's edge. In 1652 a lease for the ferry was granted to “two gentlemen of London” who undertook to pay the modest rent of 13s. 4d. per annum into “the receipt of the King's Exchequer.” Later on the lease was renewed and the rent raised to £8 13s. 4d., but it was not till towards the end of the eighteenth century that the project of a bridge was mooted.

A committee was appointed to consider the proposition. In the Richmond Library is a copy of the result of their deliberations in the form of a petition to Parliament accompanied by an excellent map (encircled here).



# GARDEN CITIES AND TOWN-PLANNING

## MAP OF THE BOROUGH OF RICHMOND, SURREY.





## LONDON SUBURBS



(3) Old Palace, Wardrobe Court

This clearly shows the sensible and reasonable proposals of the inhabitants at that time. They were determined to have a bridge built by public subscription, and they were determined it should not be on the present site. Unfortunately the lessee of the ferry at that time (a Mr. Windham) also brought forward a proposal to build a bridge at his own expense on the site of the ferry. Moreover to carry out the proposal of the inhabitants would mean demolishing the Feathers Inn and other buildings in old Water Lane—sacred haunt of the bargemen whose cry “Man to Horse” at all hours of the night would show their readiness to tow up the barges. Further the High Road on the Twickenham side would have to be diverted to meet the new bridge. It appears that the owner of Twickenham Farm objected to this. It may well be that the owners of The Feathers and the Talbot and Castle Inns might have had objections also to diverting



(4) Palace Gateway

the traffic from their doors. The result was a compromise. Richmond should have its bridge built by public subscription. This much conceded, they withdrew their objections to the site and allowed it to be built where it stands. £6,000 was paid to Mr. Windham as compensation for his lease due to expire in 1798. The first stone was laid in

1774 and it was finished in three years. The money was raised on the Tontine system (invented by an Italian called Tonti who used it to save the French Exchequer in 1653). The last surviving nominee died, an old lady of 86, in 1859, having received £800 a year from the bridge during the last five years of her life. The tolls were then remitted and the Bridge declared open to the public amidst rejoicings.

### A POSSIBLE NEW BRIDGE

It is a handsome structure and a great feature in the views looking up the river from Cholmondeley Walk (2); but the steepness of the gradient and awkwardness of the two sharp corners make it one of the most dangerous places for traffic near London. So much so that plans for another bridge have often been suggested. Quite lately in *The Observer* there was an article proposing the old solution of a bridge at Water Lane. If this materializes, let us hope it will be more ornamental than the ugly railway bridge lower down. In one way the steep bridge has been a blessing in disguise—it has prevented the electric trams from crossing. This would be the last straw in Richmond's tortuous highways.

A portion of the Chertsey road is being made in Chiswick as an unemployment relief measure, by the Urban District Council, aided by the Ministry of Transport. With regard to the rest of the route, the Twickenham U.D.C. and the Sunbury U.D.C. have Town planning schemes in hand, but Staines R.D.C. has not yet started a scheme but has agreed to become a member of the West Middlesex Joint Town-Planning Committee, so that there should be little difficulty in securing the entire route from Chiswick to Chertsey. The difficulty will be with regard to two bridges crossing the Thames at Richmond. The very happy suggestion of the London Society is that the new road shall run north of the railway through the southern strip of the Old Deer Park, crossing the river opposite St. Margaret's.

From the bridge some steps lead down to the shady promenade called Cholmondeley Walk—so named after Cholmondeley House, a villa built by the Earl of Cholmondeley in 1708. This villa was afterwards lived in by the notorious Duke of Queensberry, “old Q,” as he was called—and changed its name to Queensberry House. The name still exists,



## GARDEN CITIES AND TOWN-PLANNING

but the present villa is modern. Among the misdeeds of "old Q" was an attempt to enclose this pleasant walk in his grounds, but it aroused so much resentment that he left the place in high dudgeon. This, though regretted at the time, was afterwards seen to have been a great advantage to the town.

### RICHMOND'S NAME

It was Henry VII who conceived the idea of building the fine gothic castle which can be seen in all its splendour in several old pictures in the library. He called it Richmond after his earlier title derived from Richmond in Yorkshire, and it became the principal home of all the Tudor kings and queens. It extended as far as the present Asgill House at the corner of old Palace Lane, near the railway bridge. From this lane one gets access to the Wardrobe Court (3) from which the old



(5) Richmond Green

Palace gateway (on which can still be seen Henry VII's arms) leads on to the Green. The room over the gate (4) is supposed to be the very one in which, propped up on pillars on the floor, the great Elizabeth died. And from that window Lady Scrope dropped the ring—filed off the dying woman's finger, which was to be carried to the waiting horseman to inform James VI of Scotland of his accession. We know, at least, that under this venerable arch rode continually all the great personages of those days—Cardinal Wolsey, Philip of Spain, Henry VIII, and most of his wives, Elizabeth and most of her suitors. Richmond Green (5) is a backwater; it leads nowhere and exists for itself alone. To step out of the bustling George Street down one of the quaint paved alleys into this peaceful sunlit space is to skip a century. Shaded by rook-haunted elms, surrounded by mellow terraces of sleepy

houses, nothing disturbs its restful calm but the voices of children playing round the bronze cannon—a trophy of the Crimean War. True, there is a free library, a theatre, even a gas office—all modern, but nothing seems to break the spell. The fact is that George III, leading the life of a country gentleman at Kew, cast envious glances at the rich pasturage in the Old Deer Park for his cows. In his bucolic zeal he pulled down Sheen Lodge and destroyed the gardens and grounds. He swept away the whole hamlet of West Sheen and stopped up the road which led to it from the Green. The railway finally closed it in. Further he even stopped up Love Lane, the continuation of Parkshott—now Kew Foot Road, which originally ran to Kew—and made the present Kew Road instead. It is true that he compensated the town by presenting it with a piece of common known as Pest House Common, on the eastern side of the Queen's Road. Thus, though possibly resented at the time, the town probably owes to his action, not only this piece of open common, but the undisturbed charm of the Green itself. Close to the Old Palace is a terrace of four fine red-brick houses known as Maids of Honour Row (6), built to accommodate court ladies, at the request of the Prince of Wales, to whom his father, George I, had given the old Palace as a residence. They stand little changed and are much coveted as residences. There is no exit from the N.E. corner of the Green except a footpath into the Deer Park, an expanse of 1,256 acres. The Old Deer Park is cut off from the Green by the railway, and the few old houses in Parkshott, where once George Eliot lived and worked, have now been turned into offices, baths, schools, etc. Further on the Kew Foot Road has degenerated into a somewhat squalid street. The high wall surrounding the grounds prevent the pleasure of looking over these from the roadway and most of the streets leading off here are very mean and poor. There is no trace left of the charming cottage and gardens called Rosedale where the poet Thomson lived and wrote his *Seasons*. The exit of the Green is entirely covered by the Richmond Hospital, which is the only redeeming feature of this neighbourhood.

### WORKERS' HOMES

Returning via the Kew Road past the two stations, we again reach the Quadrant. A



flagged passage on the left takes us to the little old parish church now almost surrounded with squalid courts of mean houses. From here we cross Red Lion Street, which joins the Sheen Road to the east and Hill Rise to the west. From here roads and passages branch in all directions. Never was any place so eloquent of the need of planning as this hill, once so beautiful with its green slopes, vineyards and gardens dotted with fine old houses. It is now a network of commonplace terraces of drab villas—mostly built of brown brick with stucco facings and with basement kitchens. The working classes are relegated to the bottom of the hill and a few dreary blind alleys in holes and corners. Here and there an older house or a group of quaint almshouses strikes a note of relief as do the names of some of the passages, such as Patten Alley, Paradise Row. But the whole makes up an unlovely and depressing congerie of bricks and mortar which covers the hill in the triangle between the Park, Sheen Road and Hill Rise. Naturally the borough has found it a problem to find room for a housing scheme. Vacant space is rare. Doubtless there were other difficulties, but the site chosen has some not very attractive features. It consists of the Selwyn estate (shaded on Borough Map) a few acres which lie between Sandycombe Lane and the Kew Road, where once stood some barracks and a territorial Drill Hall. Here the Council have erected some ninety houses and twenty-four flats more or less on garden suburb lines. The houses are pleasing to look at, and seem well planned and finished and the best has certainly been made of a not very inspiring site. Sandycombe Lane has a somewhat draggled and forlorn appearance—the best part is undoubtedly towards Fitzwilliam Avenue which leads out into Kew Road close to the Lion Gate of Kew Gardens.



(6) Maids of Honour Row

### LOST OPPORTUNITIES

Turning up Sandycombe Lane and Manor Road and crossing the Sheen Road by the old Black Horse Inn, we enter Queen's Road. It was made out of a muddy lane for the convenience of Queen Charlotte when she lived at Kew and wanted to drive to the hill. To the left a by-road leads to the workhouse built touching the park wall. Thus the inmates have the pleasure of being able to see into the park, which is denied to all other inhabitants of this part. It is over a mile from the Sheen Gate to the by-gate on the hill, and Charles I's unbroken wall extends all along, except for a small side entrance about 150 yards from the Hill Gate. Thus the denizens of this quarter can neither see into nor enter the park without a longish walk. The action of the authorities in assigning most of the still vacant land adjoining the park and Sheen Common for the Richmond and Barnes cemeteries accentuates this state of affairs, which, though perhaps necessary, seems to sacrifice the living to the dead. It would be a great improvement if another gate could be opened and railings substituted for the ugly wall for this portion of the Park, and might be done by unemployed labour. Though Queen's Road is undoubtedly the best gradient to the hill, there is little traffic on this road, the inhabitants of which rightly preferring inaccessibility to the passage of motor 'buses, so the road continues its dignified way till it emerges on the summit of the hill just opposite the Star and Garter. This well-known building, so-called because built on land leased by the Earl of Dysart—a Knight of the Order—stands on the beauty spot *par excellence* of Richmond, facing the famous view. The roomy old house on the left of the park gates is Ancaster House (7), once the home of Sir Lionel Darell, a great



(7) Ancaster House



## GARDEN CITIES AND TOWN-PLANNING

friend of George III. It is said that meeting the king out riding in the park he asked for another slice of the park to enlarge his garden and the king then and there dismounted and marked him off a piece with his riding-whip! After her father's death Miss Darell lived there for sixty years, keeping the door of his room locked all that time. When it was opened after her death it was found kept exactly as he left it, his cocked hat on the table and a copy of the *Times* (1804) folded ready for his perusal.

### THE PARK

The park gate is the gate of fairyland to every Richmond child. Who has never penetrated inside does not know the thrill of delight at the wild life of deers and birds and rabbits, the spreading oaks and bracken-covered slopes. At our feet the still rural common of Petersham drops sharply into the old village, once called "the most aristocratic village in England." It still deserves the name—with its fine old red-brick houses and gardens.

Turning north-west we go slowly down the hill with the famous view on our left. Luck-

ily for the miscellaneous collection of houses opposite there are only two to obstruct the view: "Wick House," built for Sir Joshua Reynolds, and "The Wick," now part of the Richmond Hill Hotel. Passing Nightingale Lane—(is there a nightingale lane in *every* suburb of London?)—we reach the famous Terrace with its seats and trees and crowds of folk on a fine Sunday. Beyond it are the Terrace Gardens laid out by Sir Frederic Leighton, and further down one or two fine old houses and grounds, Buccleuch House and Cardigan House, whose names speak for themselves.

Below this the view disappears behind high modern flats and we enter the bottle-neck High Street at the steepest part of the hill, which brings us back to our starting-point, the Bridge.

And here we must take leave of Richmond with its mixture of bustling highways and old world by-ways, where one could almost expect to meet a sedan chair or hear the clash of swords on a dark night.

It may have its drawbacks, but its charms at least are incontestable, and let us hope indestructible, even in these days of all-devouring modernity.

## Memoir on H. E. Berlepsch Valendas

By RAYMOND UNWIN.

**D**URING the past year the garden city movement in Germany lost one of its most outstanding personalities. Berlepsch Valendas was a man of wide culture and great ability; outspoken and emphatic in his advocacy of what he believed to be right, and fearlessly uncompromising in his condemnation of anything which he believed to be wrong. He was supremely a man of great character, a quality difficult to define and rare to find, but when coupled with honesty and ability, the one which more than any other indicates greatness. Berlepsch Valendas had long been an admirer of England. He was impressed with the work of Walter Crane and the arts and crafts movement generally. He was himself not only an architect, but also a painter and a craftsman, reminding one very much at times, both in his character

and capacity, of our own William Morris. He followed, too, a somewhat similar line of development, and became what in his country is picturesquely described as a "pathfinder" for many of the best social movements, as well as for new forms of artistic expression. Thus he became deeply interested in the dwellings of the people and in the methods of housing development of the Garden City and Town-Planning Movements.

His writings on various branches of art and life were numerous, his executed works were extensive; but perhaps his book on the garden city movement in England, probably the fullest explanation of that movement to the German people, is the one that has the greatest interest for the readers of this journal. This, together with a volume on the proposed garden city for Munich Perlach, have exerted a wide influence in Germany,



where the ideas for which he strove have been extensively taken up, and, in spite of all the difficulties under which the country is suffering, are still spreading, and to a surprising extent are being carried out. The "Siedlungen" are springing up in many places, and more are being prepared for in town-planning schemes like that at Breslau, where the competitive drawings in one at least of the schemes will show development by means of a dozen detached satellite towns.

Berlepsch Valendas was Swiss by nationality: while he despised the modern Prussianism that was associated with the ex-Kaiser, and at times criticized it in scathing terms, he loved Germany deeply, particularly old Germany, its architecture, its arts, its music, and its culture. I shall never forget the enthusiasm with which he showed us round the old city of Rothenberg, pointing out with pride the choicest spots, selecting for us a small native hostelry where we could feed in the true old German fashion. How we revelled together in the beauty of the town, with the clean unspoilt country coming right up to its gates, and dreamed of the creation of many modern garden cities! Another memory we cherish of a week-end spent at his home, which he had built after his own heart on the edge of the forest at Planegg, some few miles from Munich, where he was the centre of one of the happiest families one could find anywhere. His wife, kind, courteous, and serene among the storms of enthusiasm, and offering a gracious welcome to the crowds of visitors who gathered round him; the Sunday evening supper, when he kept open house for artists, musicians, and reformers generally, and when with his wife, his daughter and his boys, he dispensed hospitality and joined in talk of the best, are memories valued by many. This was before the war. We visited him again in June, 1920, and found an aged, and broken man; his means reduced almost below subsistence point; all his hopes for the future of his



H. E. Berlepsch Valendas

country, his work, his family and himself shattered. Kind as ever, he struggled to help and entertain us, but his hatred of the dreadful war, his disappointment in the action of countries which he had admired, particularly England, and his scorn for the lunatic proceedings, as he regarded them, of the political parties of his own and other countries, had worn him out. He lingered on amid continued depression, watching the progress of a Peace which looked at times more cruel and intolerable than the war itself. The modern manifestations of extreme democracy were as distasteful to him as those of the autocracy had been. He was too much out of harmony with the world around him to live any longer, and his death in the summer of 1921 brought to an end one more of the sacrifices of the war.

## The Association's Annual Meeting, 1922

THE ANNUAL GENERAL MEETING will be held at 6 p.m. on Friday, March 10th, 1922, in the Conference Hall, Olympia. Owing to the numerous conferences being arranged by the Association at Olympia during the month of March, the Annual Meeting will be purely of a business character. It is hoped that our members will attend the important Conference on Greater London, being held at 2.30 p.m. on the same day.



# A Rural District Council's Housing Scheme

ONE of the most interesting rural housing schemes in the country is that of the Hitchin Rural District Council in Hertfordshire. The district is purely rural and the Council, even before the war, was aware of the unsatisfactory housing conditions of the district, and at the end of the war these conditions, of course, had become much worse. As soon as possible after the Armistice, and after a careful survey of the district had been made, a housing scheme was prepared for thirty villages; the work was undertaken with great vigour by the Council, guided by its clerk, Mr. A. E. Passingham, and building was started in 1919.

The full scheme consists of 459 cottages, of which 400 are built or building, provision being made in the sites and development for the further fifty-nine cottages to be built in future.

In the lay-outs the aspects have been carefully considered, and also the outlooks from the cottages, many of which are situated in very picturesque parts of the county. Special groups have been designed for corner treatment, and the cottages have been arranged on the sites so as to hide the back yards as far as possible.

Many of the sites—such as at Little Wymondley—are on sloping ground, the floor levels have been stepped, and, by suitable treatment of the elevations, ugly breaks in the roofs have been avoided.

Parlour cottages have been used throughout—the Council taking the view that in the future parlours will not be looked upon as a luxury, but as an absolute necessity. Three

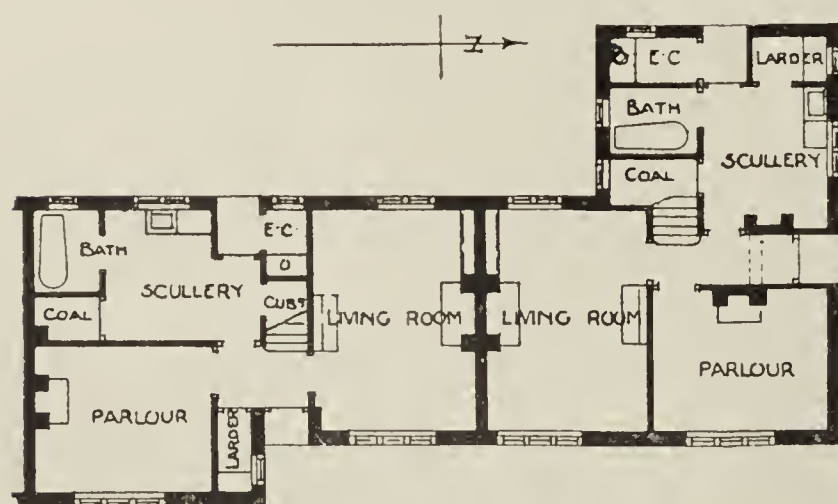
bedrooms are provided; a small number of cottages containing four bedrooms in a few of the larger schemes.

A number of different plans have been used, and, by combining these in different ways, a great variety of treatment has been effected. In order to make the living rooms as comfortable as possible one door only is provided, it being considered very undesirable to make these rooms into a passage connecting other parts of the house. Considerable use has been made of types with through living rooms, which, in addition to being the most suitable for east and west aspects, are used for north aspects where the outlook on the road in front has been considered of interest to the occupants.

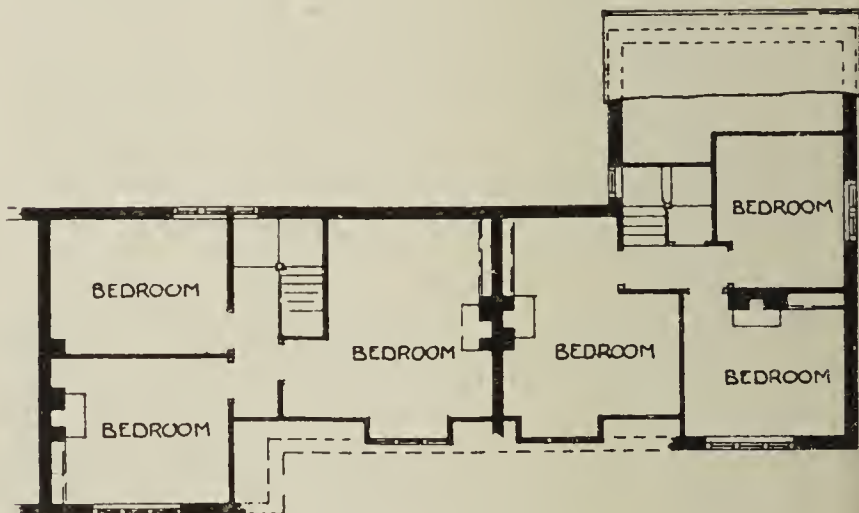
All the cottages are provided with roomy barns, which are usual in the district for keeping garden products and tools, and also for storage of wood, which, even in normal times, is often the chief fuel.

No special methods of construction have been adopted for the general structure: the walls generally are 9 in. solid brickwork, covered with cement rough-cast. In a few cases 11 in. hollow walls, faced with red bricks, have been used, and in some of the later cottages, 11 in. hollow walls in common bricks, white-washed, are being built. The roofs are covered with tiles, which is the traditional roof covering in the county.

In external treatment and proportions, an attempt has been made to harmonize the cottages with the old buildings which they adjoin, and the local method of constructing Mansard roofs, without break at the change



GROUND FLOOR



BEDROOM FLOOR

Plan of Cottages for Hitchin Rural District Council

Bennett and Bidwell, Architects, Letchworth



## CORRESPONDENCE ON LETCHWORTH FINANCE

of pitch, has been followed. The architects are Messrs. Robert Bennett and Wilson Bidwell, of Letchworth.

That the Council's policy was a sound one is abundantly apparent by the applications received for the houses. In considering these applications the Council first has regard to cases of overcrowding, then to cases of people living in houses unfit for habitation, and then to newly-married couples. When these have been satisfied there are no new houses left. From the Medical Officer's point of view even this is not sufficient. When one scheme in one village was cut down owing to the Ministry's new policy and because of the local representative's fears that no more houses were required, there were twenty-three

genuine applications more than could be met! Then, again, in another village every family except one is related in some way or other. What chance is there of imparting new vigour and life to a village when this is the case? Our villages have been the backbone of this country and no country can thrive which starves out its rural population. For many years to come the Hitchin Rural District Council will be able to congratulate itself on the piece of work it has done for the district as well as for the State; but more yet requires to be done, and it will be a thousand pities if, through mistaken ideas of economy, a wise policy of building in rural areas is not allowed to be carried through.

## Correspondence on Letchworth Finance

*[Although our space is limited we are glad to welcome friendly discussion on the matter of finance which is of fundamental importance to the garden city movement.—EDITORS.]*

To the Editor of GARDEN CITIES & TOWN-PLANNING.

SIR,—With reference to Mr. Purdom's article in the February number of the JOURNAL, I believe he is anxious for the directors of First Garden City Ltd. to find a way of introducing estimated capital profits into the Company's revenue account.

The weakness of this proposal is that these profits have not been realized, and it is a well-known axiom that unrealized profits cannot be distributed.

The question of capital appreciation, or profit, was recognized by the directors as far back as the year 1907, and was taken advantage of in the accounts of First Garden City Ltd. to the utmost limits, consistent with sound finance.

The directors do not propose to go further by straining this principle, and in this view they are supported by the Company's auditors, and by the advice given in 1907 by the late Sir Francis Palmer, the highest authority on Company Law at that time.

The directors believe that it is not sound finance to pay dividends as a result of revenue items, such as interest on borrowed money, being charged to capital, and they are confident that the First Garden City at Letchworth will be a permanent financial success entirely on its own merits, and without any straining or manipulation of accounts.

Mr. Purdom states that First Garden City Ltd. has not created sufficient enterprises to assist in the development of the town. My best answer to his statement is that capital in the neighbourhood of £500,000 has been provided directly and indirectly for subsidiary enterprises, including gas, water, and electricity.

In view of Mr. Purdom's statement that the Villa Building Company has done next to nothing, I must point out that between the years 1911 and 1914 this Company erected 50 houses at a capital cost of about £25,000, and was only prevented from con-

tinuing its activities first by the war and since by the high cost of building. This Company is engaged at present in the erection of shops, for which there is a good demand.

In dealing with subsidiary undertakings, the directors have gone on the principle that it is wise policy to encourage private enterprise and for the Company not to compete unduly with its own customers and lessees. The result has been that private enterprise has contributed a large amount of capital, which has been utilized for building and the general advancement of the town.

As Chairman of the Board of Directors of First Garden City Ltd. I am always most grateful for any suggestions or assistance from anyone interested in our great enterprise, but while appreciating Mr. Purdom's interest in the finance of the Company, I cannot agree to the accounts being altered in order to show profits which have not been actually realized.—Yours faithfully,

HENRY B. HARRIS,  
Chairman, First Garden City Ltd.

### A COMMENT BY MR. PURDOM

I did not suggest in my article, and I have never at any time proposed, that the Directors of First Garden City Ltd. should endeavour to find a way of introducing estimated capital profits into the Company's revenue account. I agree with Mr. Harris that any such attempt would be objectionable. My proposal is of a different character altogether; it is that all expenditure which is directly or indirectly incurred in the process of the development of the town should be treated as capital or development expenditure. Hitherto, it has been the practice of the Company to meet a considerable proportion of such expenditure out of its current revenues, which has meant that for years revenue



## GARDEN CITIES AND TOWN-PLANNING

losses were shown. The effect of this method of presenting the account is that the Company has not been able to pay the limited return upon its share capital, and, moreover, to press my argument a stage further, the true capital costs of its operations have not been ascertained.

It is worth pointing out exactly what the Company has done to escape from some part of the difficulty that its financial methods have created. In 1907, when the accumulated adverse revenue balance was considerable, the estate was valued, and the amount of the valuation was introduced into the accounts in place of the actual cost of the land and the Company's expenditure upon it. A very large estimated capital profit was thus shown. This unrealized capital profit was used to write off the accumulated revenue losses together with certain other expenditure which was regarded as being represented by bad assets. The process was repeated in 1911. This was not precisely to introduce unrealized capital profits into the revenue account; but it was the next thing to it. I do not object to it in itself; but I regard it as unsatisfactory because, while it frees the revenue account from past losses and the effect of bad assets (though I do not regard them as bad), it cannot free the revenue account from expenditure which it ought not (in my view) and cannot (as experience shows) carry. If my suggestions were adopted it would be unnecessary for the Company to use the valuation figure in its accounts or to depend upon estimated capital profits. These suggestions would enable actual capital expenditure and realized revenue balances to be clearly shown; the former representing true and complete costs, the

latter representing true revenue balances available for dividends.

There is nothing in Sir Francis Palmer's later opinion nor in the general principles of accountancy to conflict with this view.

Of course, I know quite well that questions of capital and revenue are the most difficult of all financial questions, and it is possible for people to disagree upon them. But it is a sound principle that in determining these questions the nature of the business concerned must be taken into account. I suggest that the nature of the business of First Garden City Ltd., which is the development of land as a complete town, makes it possible to lay down principles upon which the finance of the undertaking can be soundly established. These principles are, shortly, that all expenditure, whatever it may be, that is incurred directly or indirectly in the development of the town is proper capital expense; that the value of that capital expenditure should be tested by periodical valuations; that the ascertainment of true and complete capital costs are vital to the business; and finally that the revenue account must be a revenue account pure and simple. To explain exactly what I mean by this summary would take a volume; but I hope the reader will understand the main lines of my argument.

I am sure that Mr. Harris will appreciate that I do not make this comment on his letter in any antagonistic or unfriendly spirit. If I do not reply to his other points it is merely that I cannot add to what I said in my article without writing at considerable length.

C. B. PURDOM.

## A Review of French and Belgian Technical Periodicals

OUR decreasing space makes it difficult for us to discharge our obligations alike to our readers and to the increasing volume of periodicals that reach us from abroad. This applies to the valuable papers emanating from France and Belgium. First among these is *La Vie Urbaine* with its fortnightly satellite *La Quinzaine Urbaine*.

*La Vie Urbaine* (April-June, 1921) is a very informative document, devoted entirely to housing on this occasion. The first article, by M. Depinay, deals with the inquiry set afoot at the inter-allied conference in London during 1920, and the French reply thereto. M. Sellier provides a very full account, "la politique Anglaise en matière d'habitation." So well informed an authority may be trusted to give his readers a reliable account of our national endeavours; he seems to have left out nothing of importance, and provides a pleasant description of Welwyn Garden City. Housing in Belgium and Holland are represented by reports of the address delivered at the Conference by M. E. Vinck and Mr. Wibaut respectively.

No. 9 contains good matter; a study of the transit system of St. Louis, based on American publications; a long and thorough article by Gaston Rambert on the city of Marseilles, accompanied by a map showing its growth from mediæval times, a small and congested city on the left shore of the old

port; later a seventeenth century city much extended, roughly square in shape and defended by walls, and now spread beyond all artificial limits until it has become what the French appropriately call an "agglomération." The types of roads and streets are explained in No. 9, and the article is continued in No. 10 with a study of the houses from the earliest times to the present day. This historical foundation is dear to the heart and helpful to the head of every "urbaniste" who takes his work seriously.

No. 9 of *La Vie Urbaine* gives a useful account of the organization and work of the Union des Villes et Communes de France at the first conference of which, held in Paris on June 17th, 1921, most useful intercourse was exchanged. The Union has an extensive literary activity. M. Vinck appeared and explained his system of valuable *Tablettes* designed to supply accurate information on all possible questions regarding urbanism. In No. 10 M. Michel Lhéritier devotes much space and two fine plans to the discussion of "La Nouvelle Athènes." We can but be thankful that it is not La Grande Athènes we are called upon to think of in the manner of Greater London and Greater Paris. Of course it may come to that eventually. The same issue contains an article by Camille Cautemps on "La Région de Tours," which, with several short items



# REVIEW OF FRENCH & BELGIAN TECHNICAL PERIODICALS

of news in *La Quinzaine Urbaine*, induces us to remind our readers that France is ahead of us in regional thought and organization. True to her practical genius she is obeying the lesson learned in the war. It is too soon to say how far this regional organization will affect town-planning, but as it deals with economics, finance, public works and railways, commercial and industrial affairs, technical education, handicraft and apprenticeship, it must eventually touch the town and its plan. Will our Royal Commission please note?

## BELLEVILLE

The latest issue of *La Vie Urbaine* has special interest for us in that it contains an article by M. Sellier on the British Housing policy, and a report of a lecture delivered in French at the High School in Paris last year, by Mr. Montagu Harris of the Ministry of Health and an officer of the International Garden Cities Association. Two historical studies deserve special mention. The first is the history of Belleville, now one of the most densely populated arrondissements of Paris. In 1731 a small hamlet outside the city, it was approached, but not incorporated, in 1817, having then but 2,876 inhabitants. By 1859 it had been enclosed by ramparts and found shelter for 72,000 people. It is now a solid mass of houses, with one park and about 175,000 inhabitants. London could, of course, tell similar suburban histories to that upon which this article is based (Dr. Ph. Dally, *Belleville, histoire d'une localité Parisienne pendant la Revolution*, Paris, Schmidt, 1912). So seldom do we hear of Russian town-planning that we welcome the very informative article by M. Etienne De Groër, "De l'urbanisme en Russie," accompanied by some fine plans.

## WORKERS' HOUSES

The *Bulletin* of the Société Française des Habitation a bon marché appears six times a year and is packed with news on all questions of housing. It gives in each issue reports of the doings of the Society, special "doctrinales" studies, texts of laws, decrees and circulars, a legislative chronicle and a larger one of the movement generally in France and abroad. In this section England gets well noticed. No. 2 of last year contains an important study of Rural Housing Reform, which should be useful to our own specialists here.

*Le Musée Social* (5, Rue Las Cases, Paris) favours us from time to time with its modest yet important "Memoires et documents" on all sorts of subjects, many of which are close to our own concerns. It has an agricultural section, one for hygiene in town and country, crosses the frontiers of France and studies tuberculosis, and the new institutions and organization of work in Spain. But apart from a pamphlet on "The Middle Classes and Housing," it seems not yet to have appreciated the problems of housing, town-planning and extension as objects which should figure in its social museum.

*La Renaissance des citées* (25, Rue Louis le Grand, Paris) issues documents relative to the plans for rebuilding the devastated towns of France; it conducts competitions. Those in Rheims and Chauny are before us; and as our readers can well imagine, town-planning questions come right to the

front in every case. The Report of the Society shows the activities of a very powerful American Committee to help Rheims.

## BELGIUM

*Le Mouvement Communal*, conducted by M. Vinck, goes from strength to strength. A bi-monthly until August, 1921, it became a monthly in September and donned a cover in October. Its pages are remarkably full of information regarding the municipal work of the Belgian cities. The excellent course of lectures on Urbanism and Municipalism delivered by M. Van der Swaelman and others at the Institut des Hautes Etudes de Belgique is well reported and must have had good results. Foreign news is also found in abundance, and the pages are brightened by illustrated articles of a humanistic character, such as that by M. de Grouckel on Homes for Orphans. An interesting account of Lierre appears in the October issue and also a happy suggestion that the data for histories of our cities can be found preserved in local newspapers. Mr. Albert Bouckaert has treated of the history of Braine-le-Comte from 1852 to 1921 in this way. There are possibilities for towns that are still towns and have not become "agglomérations." The November issue contains an article by M. Paul Otlet on a project for the establishment of an International City associated with the Universal Exhibition of 1930. There is a mention of "White City of London," which must raise a smile. It is a grandiose scheme, and we can hardly imagine it will ever come into being. The great capital cities are already international as to population and no new city has a future unless it performs some special economic function which makes it permanent. However beautiful, it would fade away into unreality. No. 12 of *Le Mouvement Communal* contains an illustrated account written by M. Henri Sellier of the Cité-jardin de Stains in the Department de la Seine, designed by MM. E. Gounot and Albenque. We cannot repeat too often that such suburbs are not garden cities; there are gardens, there are houses, a church and a mairie, and there are to be created many other "social services." It will be pleasant to live there in a "habitation à bon marché," either collective or detached or in a hotel for unmarried persons. There are no factories arranged for, no agricultural belt; the workers presumably will travel daily to Paris.

*L'Habitation a bon marché* is the title of the single copy of a magazine we have received from Brussels. It is devoted mostly to the construction, housing, and furnishing of small houses, projects of law, etc.

*La Cité* is as interesting as usual. A surprising amount of activity is displayed in its pages, resting on the tragic necessity of reconstruction of devastated areas. The book by Théo van Doesburg, *Classique, Baroque, Moderne* is reviewed with many illustrations in No. 6 and is going the rounds of the continental magazines.

More cités-jardins are announced—one at Schaerbeek, one at Laventhen, and a quartier-jardin at D'Anderghem. No. 9 has a fine article by Elie L'aure on "Architecture et Individualisme," and No. 10 one on "The Housing Crisis" by M. Maison. This crisis appears everywhere, and no one seems able to explain it, avoid it, or overcome it.



# Reviews of Books, Etc.

For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place W.C.1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.

*Agricultural Holdings and Tenant Right Valuation.*

By the late T. C. JACKSON; fifth edition.  
Edited by W. Hanbury Aggs, M.A., LL.M.  
Sweet and Maxwell Ltd. 1921. pp. 366.  
11s. 6d. net.

Law books must continually be enlarged and revised with the amendment of the laws which they expound; the present edition of Mr. Jackson's standard volume is rendered necessary by the Agriculture Act of 1920 and subsequent amendments. The editor has carefully dovetailed the texts upon which he comments and produced a very useful volume. Chapter IV has interest for the non-legal mind, for it contains an account of the "customs of the country" which prevail in different counties and which have force, unless they are excluded by a legal instrument between landlord and tenant. Such a book is essential to anyone who goes "back to the land" and intends to stay there.

*Architectural Hygiene.* By SIR BANISTER FLETCHER and MAJOR H. P. FLETCHER. 5th edition, revised. 1921. Isaac Pitman and Sons. 284 pp. 10s. 6d. net.

The sons of the late Sir Banister Fletcher have revised their father's book and issued this version to his memory. It is of standard value and deals with sanitary science as applied to building. Both law and practice are amply dealt with and the volume is one of a kind indispensable to architects and builders.

*Rural Reconstruction.* By HENRY W. WOLFF. 1922. 363 pp. Selwyn and Blount Ltd. 15s. net.

The word "reconstruction" is under a cloud in the political atmosphere just now; it is suspected as a sop by the few who prefer revolution, and by the increasing band of anti-wasters it is regarded as an expensive luxury. Mr. Wolff, however, who has made a reputation in practical politics, has no difficulty in making out a good case for the word and the thing. He would have us understand that by "rural reconstruction" he does not think primarily of agricultural economics but of the people who live by agriculture. This humanistic aim makes the book easy and pleasant reading, and the absence of statistics, which can be found in a dozen other books, is a relief.

The value of a book like this is that whatever status the political power ultimately decides to give to the rural people on account of the prime necessity of their industry, whatever system of land tenure is decided by law, and whoever responds to the vocation of agriculture, yet there will have to be training for life, teaching of cultivators, organization, co-operation, finance, new business methods and village industries. Chapter VI, on Providing the Funds, is of special importance, as it discusses fully

the establishment of credit banks on which Mr. Wolff can speak with great authority. Chapter VIII, on "How to Settle," discusses the small-holding movement and its parallels in every country, and the author displays a wonderful knowledge of the history and present condition of the rural class. In his "Conclusion" he says that "Education and co-operation are the two forces we want to harness to our car." The car, however, needs a driver, and the driver must know which road he is travelling and where it leads to. At times we have been dangerously near a precipice.

We rather hoped to find in such a book a fuller reference than the two or three lines on Garden Cities on p. 291. As is well known, we look to garden cities as the means of reconstruction of both rural and urban life, and the industries that support them.

*Muirhead's Paris and its Environs.* Edited by FINDLAY MUIRHEAD and MARCEL MONMARCHE. The Blue Guides Series: Macmillan and Co. Ltd. 1921. pp. lxiv + 417. 60 maps and plans. 12s. net.

The population of the world may be divided into two classes—those innocent persons who use guide books and those superior persons who do not and who never will; these latter may be dismissed as beyond the power of our influence, but to the former this excellent Blue Guide to Paris may be heartily recommended. Even stay-at-homes would find it a mine of information about the history and the form and the charm of the great city. Town-planners should certainly possess and study it.

The guide falls into several natural parts: first, the Practical Information which should fortify the cautious tourist or visitor on the subject of hotels, restaurants, conveyances and amusements. The other sections are: I, The right bank of the Seine; II, The Seine, the Cité and the left bank; III, The Louvre and other great collections; IV, The environs of Paris. An appendix dealing with transit, and, finally, the splendid series of maps and plans. The large folding Plan de Paris, at the end of the book, shows the city to be roughly elliptical in form, with major and minor diameters and a general radial development of roads from the centre, held together by five great circular routes of extending circumference, many of the interspaces being triangular in form. The environs fill up the whole Department de la Seine, where lie the housing and town-planning problems which the French are solving in their own peculiar way.

*Builders' Accounts and Office Supervision.* By HARDY KEEN. 1922. Crosby Lockwood and Son. 84 pp. 5s. net.

This is a very clear explanation of a system of book-keeping which any builder who has not yet got his affairs into good order might do well to obtain.



*Converting a Business into a Private Company.*  
By HERBERT W. JORDAN. Jordan and Sons Ltd. 1s.

This is just such a book as one would like to read before placing the matter of conversion into the hands of a solicitor—if only to keep a check on his procedure.

*Deutsche Städtebaukunst in Der Vergangenheit.* By Dr. A. E. BRINCKMANN. Frankfurt. Frankfurter Verlags-anstalt A-G. 1921. pp. 200+8. Plans.

Dr. Brinckmann is such a well-known and highly esteemed writer on town-planning that the publication of one of his works is an event of some importance. This book is a revised and enlarged edition of an earlier work. It deals with street development, perspectives, "places," circuses and road junctions, the grouping of buildings—in fact, the whole of the æsthetics of town-planning. In doing so it chronicles the history of town-planning art in Germany, its principles and achievements. The arguments are reinforced by 136 beautiful and well-chosen illustrations. It is a very fine work, and it certainly should take high rank in the literature of the subject.

*Späth-Buch, 1720-1920: Origin and history of the Späth Nurseries, Berlin.*

A fine record of achievement, progress and endurance is contained in this bulky volume produced for the glorification of the house of Späth, which for 200

years has carried on in Berlin the business of a tree and fruit "school" as the German equivalent to our word "nursery" would have it. Besides being a luxurious trade catalogue it is a very interesting record of personality. Christoph Späth dates from 1696, and was followed by Carl Frederick the elder and the younger, and then by Johann Ludwig, each one with a style of his own, until the family passes through the familiar early Victorian whiskered phase to the close-cropped smart Prussian features of the present day. Such a house of business becomes a national institution of the most useful sort.

*Buddhistische Tempelanlagen in Siam.* By KARL DOHRING.. 1920. Bangkok, Siam. Asia Publishing House, and Walter Gruyter and Co., Berlin.

This is a scholarly work by a one-time German missionary to the East; it deals for the most part with the design of the Buddhist temple or Bot, which is found in such profusion in Siam and Burmah. The author shows by many plans and explanatory text the basic form of such buildings, and devotes a good part of the work to the question of decoration, which from other points of view is over-elaborated. The architectural principles are well explained. It is hard to believe that despite the extraordinary richness of development the original plans were not influenced by or related to the well-known temples of the classic Greeks.

## Notes and News

### HOUSING TO DATE

We are informed by the Ministry of Health that the position on February 10th, 1922, of building under the National Housing Scheme (Local Authorities and Public Utility Societies) was as follows:

Tenders approved for 165,330 houses.

Contracts signed for 158,694 houses.

Houses commenced 146,222.

Houses completed (on February 1st), 85,155.

It will be observed that there is an increase of 755 houses in tenders approved, a decrease of 365 in contracts signed, no alteration in the figures of houses commenced, and an increase of 7,629 in houses completed.

### Grant under Additional Powers Act.

On February 10th, 1922, Certificate A had been issued for 42,010 houses (net), the aggregate grant involved being £10,250,199. The grant has actually been paid for 26,627 houses, the total being £6,366,203 6s. 8d.

### Cost of Houses.

No official information is available except that contained in Sir Alfred Mond's answer to a question put by Mr. Trevelyan Thomson on February 9th in the House of Commons. The relevant portion of the answer is as follows:

"The lowest prices approved for houses recently have been £433 for a non-parlour with two bedrooms; £450 for a non-parlour house with three bedrooms; and £500 for a parlour house."

### Limitation of Scheme.

The answer in the House of Commons referred to above contained also the following sentence:

"In the present circumstances the Government cannot undertake to extend financial assistance to housing schemes beyond the limits announced last session."

The part of Mr. Trevelyan Thompson's question to which this reply is relevant, ran as follows:

"What further number of houses are the Government prepared to sanction in order to complete the 500,000 declared by members of the Government to be necessary in 1919, and what further number will they sanction to replace the houses which have already been condemned by local authorities as unfit for human habitation?"

### "DAILY MAIL" MODEL VILLAGE

This village, formally opened by Field-Marshal Earl Haig on March 2nd, 1922, is an integral part of Welwyn Garden City, and will be much visited and admired during the coming months of spring



# GARDEN CITIES AND TOWN-PLANNING

and summer. We hope to give a full notice of it in a future issue of this journal.

## NEW TOWN AGRICULTURAL GUILD LTD., WELWYN GARDEN CITY

We have received a leaflet explaining the objects and method of the New Town Agricultural Guild Ltd., of which the following is an extract:

"All those who desire to see a more intensive and more skilful cultivation of the soil of England, the production of the best food and the cleanest milk, the improvement of the conditions of life of the agricultural worker, the bringing of rural interests into the lives of our townsmen, and the organization of the great service of food-production for the general good and not for private profit, are urged to help forward the Guild by investing in the Shares and 6 per cent. Loan Stock of the New Town Trust Ltd., a prospectus of which will be sent on application to the General Manager, 3, Gray's Inn Place, London, W.C.1."

## UNIVERSITIES AND CITY PLANNING

The University of California is carrying on, through its Extension Division, a series of courses and conferences on City Planning, with the co-operation of the California Real Estate Association. These courses and conferences will be carried on in about thirty of the largest cities in the State of California, and will be addressed not to the general public but to the leaders of the communities connected both with the official departments and civic organizations.

The first course was held last spring in Los Angeles and was attended by the local members of the City Planning Commission.

The point of view was largely the regional problems in Los Angeles and vicinity, and existing problems and conditions here were used as a basis for the course and conferences.

A similar course is now being given in the city of Oakland under the auspices of the State Real Estate Association and a local real estate board. The work is being carried on under the direction of Dr. Carol Aronovici, Extension Division, University of California, lecturer and City Planning Consultant for the cities of Berkeley and Richmond. Prof. John W. Gregg, head of the Department of Landscape Architecture, and Prof. Eugene Neuhaus, professor of Design in the University of California, are associated with Dr. Aronovici in this work.

## HOUSING IN IRELAND

Dublin Corporation, according to reports in the *Irish Times*, is moving in the matter of housing: foundations for 198 houses are to be laid in a new scheme recommended by the Housing Committee. It was stated that the maximum output for Dublin is 200 houses per annum, and that the cost will be about £700 each. Mr. Alderman Cosgrave, a member of the Provisional Government, announced that one million pounds was to be devoted to housing in Ireland, but as yet no decision is come to as to the method. Last month the Corporation decided to go forward with a scheme for making tenant owners

instead of rent payers in Dublin, several speakers urging that "ownership would put a sense of civic responsibility into the Dublin working classes who were really paupers," while one opponent protested in the name of the poorest classes. Evidently the Dublin Housing Committee desires to anticipate the wisdom of the British economical axe.

## BUILDING GUILDS

A few figures about the Building Guild may be useful. During 1920 and 1921 the Guilds have tendered for £16,000,000 of work. Tenders amounting to over £4,000,000 were accepted by local authorities; but these were cut down to £1,250,000 by the Ministry of Health. In all, the Guild has about £2,000,000 worth of work on hand, with a prospect of big expansion in the near future, if the necessary resources can be secured. Local Guild Committees are meeting with much success in securing private work, and one local committee has recently secured, by canvassing, jobs worth over £20,000. Half a million pounds' worth of work has been paid for already. New contracts for housing have recently been placed at Bradford, Halifax, Newton Abbot and other centres.

[The Annual Report of the Guild of Builders (London) Ltd, can be obtained at 52, Russell Square, W.C.1.]

## BUILDING IN CONSTANTINOPLE

The Department of Overseas Trade, in giving advice to English merchants on the position of building in Constantinople, make some interesting remarks on the housing position in that city. Before the war accommodation was scarcely equal to the demand. Many quarters consisted (and still consist) of old wooden houses in close proximity to each other which were an easy prey to fire. The effect of the war was, as elsewhere, to put a stop to building and to intensify the demand owing to the great influx of refugees from South Russia and Asia Minor.

The shortage has been aggravated by serious fires, one of which recently in Scutari destroyed over 1,000 houses in 12 hours and rendered over 10,000 people homeless.

There is now great activity in building through building societies and private enterprise. Certain bye-laws have been made, forbidding the erection of houses made wholly of wood or with a wooden exterior, and there is, in consequence, a great demand for building stone and bricks. At the same time the quality of materials used is in many instances extremely bad, and the standard of construction is low.

## EXHIBITION AT OLYMPIA

Visitors to the Ideal Home Exhibition at Olympia, organized by *The Daily Mail*, should not fail to attend some of the daily conferences held during the month of March arranged by the Garden Cities and Town Planning Association. A fine collection of exhibits of international town-planning projects will be found on the walls of the conference room.



# GARDEN CITIES & TOWN-PLANNING

INCORPORATING · THE · HOUSING · REFORMER

Editors: WILLIAM L. HARE and W. McG. EAGAR

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## Editorial Comments

**I**F our remarks on this page of last month were regarded as somewhat forcible, it is at least interesting to notice that they have been followed by an important declaration by the Minister of Health in the right direction. Mr. Trevelyan Thompson, M.P. for Middlesbrough, in the course of a very critical speech on the Geddes Committee's Report, delivered in the House of Commons on March 13th, said :

What do this wonderful Committee and this Government suggest as their solution ? To sell the 176,000 houses. And they will sell them for £550. In the first place, how can you sell the houses without turning out the tenants ? The bulk of the tenants are ex-service men. Ninety per cent. of the tenants of the local authority houses are ex-service men. Are you going to turn them out after they have been in possession for a year or two ? . . . If you are not going to turn them out, who is going to buy ? . . . How are you going to find the hundreds of thousands of buyers of houses who will have to find tenants to pay 30s. a week in rents and rates ? The whole thing is utterly fantastic and ridiculous.—*Official Report, Mar. 13th, 1922, p. 1843.*

There was warrant for the rhetorical device of suggesting that the Government and the Geddes Committee were united in the proposal to sell the houses, and we agree with the purport of this criticism, so like our own ; for Sir Robert Horne, the Chancellor of the Exchequer, dealing with the Geddes Report in the House of Commons on March 1st, had said :

They suggest that means should be taken to carry out the sale of many of the houses built under the Ministry of Health, and on that recommendation the Government entirely concur, and they have authorized the Minister of Health to proceed in so far as it is necessary to remove the statutory restrictions on sale.—*Official Report, Mar. 1st, p. 440.*

But it is the reply of the Minister of Health on this subject that will attract our readers' attention. He said :

The Government have no houses. They belong to the local authorities, which can sell them under certain restrictions contained in the Housing Act, 1919. Those restrictions would have to be removed by Statute before the Act became inoperative. I have consulted experts, who are not at all sanguine that this is the moment to sell houses. No prudent business man would be inclined under existing conditions to go into the market to sell houses. He would not be able to get a reasonable return for his capital outlay. Hon. Members have raised the question as to the position of ex-service men in possession of these houses. Local authorities cannot sell unless they get the sanction of the Ministry, and I would never be responsible, when houses have been built for ex-service men and are in the possession of such men—I would never be responsible for sanctioning their sale under conditions which would involve turning them out of the houses built for them. It would be a gross breach of faith, and I would never sanction an arrangement under which it would be possible for these men so to be turned out.

Taking these words as a pledge, we record them here for the guidance of the next Minister of Health, whoever he may be ; Sir Alfred Mond is not likely to forget them. We urge, moreover, that they must equally apply to the increasing percentage of men who are not ex-service men, and also that they prohibit a serious rise in rent. In any event the Geddes proposal, we think, is dead and buried, and we shall hear no more about it.

### HOUSING PSYCHOLOGY

The Minister, when charged with having no housing policy or at least with failing to reveal it, made an astute and well-reasoned defence, which, in justice to him, must be carefully studied.



## GARDEN CITIES AND TOWN-PLANNING

The Government, he intimates, has not yet completed its advertised programme; it does not consider the need of houses so great as was first believed, but, nevertheless, will continue to afford assistance where it is needed. The great point is to bring about a fall in building costs, and this will not be done if Sir Alfred Mond stands in the market-place clamouring for houses. "I want no houses," he quietly says, as he buttons up his coat and walks away. Such a policy is not dramatic, but it may be justified by its success. It is worth while alluding here to a remark in the paper on Building Costs, by Lieut.-Col. Mozley, late Housing Commissioner, presented to the International Garden Cities and Town-planning Association at Welwyn on March 16th. He seems to confirm the opinion of the Minister, saying:

To sum up, the Press and the public are largely to blame for the rise of costs. They clamoured all 1919 and 1920 for houses, expecting them to grow up as quickly as the dragon's teeth sown by Jason. They then professed to be surprised because the ordinary laws of supply and demand operated with some severity. . . . *Do not rush the demand!*

### CLAMOUR OR INTELLIGENT PROPAGANDA

There is great truth in this view. Yet it is only a kind of negative wisdom which is insufficient to produce positive results. Constructive imagination is the driving force in policy. In view of the ideas for which this journal stands and the Associations it represents, it is desirable to give careful attention to *methods* of attaining our policy as well as to the nature of the policy itself. There is evidently a clear difference between popular clamour and intelligent propaganda. When reformers, consumed by zeal, and statesmen in the hour of electoral strife fill the air with demands and promises for 800,000 houses, they are apt to forget the silent forces they are calling into opposition. We too, who want houses, town-planning and garden cities located as satellite towns around our great cities, must learn what lessons are necessary as to the methods we adopt. The important series of conferences held during March at Olympia and Welwyn reveal that we are by no means as fully equipped as might be desired in the matter of methods; and the term "intelligent propaganda" might be used to differentiate the best methods from mere uninformed popular clamour. Here we may quote from a useful memorandum presented by Sir Theodore Chambers and Mr. Purdom to the Conference of International delegates at Olympia on March 15th, on "How to get Garden Cities established throughout the World."

To enable garden cities to be built a public opinion must exist that is sufficiently powerful to overcome the *vis inertia* that exists in every society. Without that public opinion nothing can be done. Therefore, propaganda is the first step. The formation of a garden city group in every country to support the idea, to make known its meaning, and to examine its applications to particular local conditions is undoubtedly required. At present there are people in every country of the world who are interested in the garden city movement; but hardly anywhere outside England (and before the war, in Germany) is there an organization giving specific support to the garden city idea.

Having acquired public interest, an example of a garden city needs to be provided. Propaganda without an actual experiment will be in vain. The Garden City movement would have not survived in England had Letchworth not been founded; and the movement has greatly revived since Welwyn Garden City was started eighteen months ago. Examples of garden cities in the various countries of the world would do more to bring the movement into the first place as an international force than anything else. These examples should not be expected to follow the exact pattern of Letchworth or Welwyn Garden City. There is no set type of Garden City plan. Each national Garden City should be designed to conform to national taste and economic needs. But it is important, if the example is to have any value, that a true Garden City should be aimed at.

We cordially agree with these opinions, especially on the necessity for propaganda by example. But we would go further and say that the garden city idea is so fundamental that it should be carried into the political field openly and bravely. Regarded as a proposal for the best location of centres of industry and population, distributed horizontally rather than agglomerated vertically, with sufficient concentration to make for community, and sufficient separation to make for health—regarded thus—what could be more truly political in its character than the garden city idea? And, moreover, being as yet fresh and untainted by party colours, supported indeed, happily, by men of all parties in many lands, its launch into the world of politics will give a practical and even beautiful turn to political philosophy which is so much needed in all countries. And at the moment, when men of all nations are taking, perforce, a deeper interest in each other's welfare, it would be an immense advantage



# GARDEN CITIES AND TOWN-PLANNING ASSOCIATION

to find this idea taking root as a politico-economic idea. The political atmosphere, which is supposed to be turbid and to be breathed only quinquennially, is really our daily breath. The more we thrust good ideas and practical proposals on to the political platform the more orderly, intelligent and coherent it will become.

## CONFERENCES AT THE "DAILY MAIL" IDEAL HOME EXHIBITION

With the closing days of March the Conferences arranged by the Association at the *Daily Mail* Ideal Home Exhibition at Olympia came to an end. They have been throughout singularly fortunate in chairmen and speakers, to all of whom warm thanks are due. Some of the subjects dealt with are a little remote from the Association's ordinary work, but it need hardly be explained that it is impossible to get audiences for every one of twenty-one days to listen even to the pure doctrine of garden city development and town-planning. The average attendance has been notably high, and it is of real importance to note that apart from the Conferences with a somewhat highly specialized clientele, such as those on poultry, the largest attendances were for those which dealt with the fundamental problems of housing.

To discuss "Problems of Rent" there was an audience of 300, for "Problems of Greater London" 250, for "Open Spaces and Room for Games" over 250, and for "The Slum Problem" 500. In each case the problem was stated from varied points of view, and it is fitting to acknowledge the complete freedom given us by the *Daily Mail* in the choosing of speakers who might express points of view very divergent from its own. The substance of some of the speeches and the conclusions arrived at will be given in future numbers of this Journal, and there is important work for the Association to do in following up the resolutions passed by certain of the Conferences, notably that of Public Utility Societies and Women's Organizations, and that on Open Spaces and Room for Games. The last-named Conference was perhaps of peculiar value, inasmuch as it brought together for the first time representatives of the many organizations which work to alleviate the pressure of urban conditions on the life of young people, and those who are concerned with town-planning. A full report of the proceedings of this Conference will shortly be published, and we hope that the town-planners of the environs of London and other great cities will take good account of the demand so ably and clearly expressed for the proper provision of space where the citizens of the future may build up physique and character.

## Garden Cities & Town-Planning Association Twenty-third Annual Report

*The Annual Meeting of the Association was held at the Conference Hall, Olympia, on March 10th, Mr. Barry Parker in the chair, when the following Report and Financial Statement were adopted:*

**D**URING the year the Association has continued the policy adopted during 1920 of concentrating mainly upon educational work in connection with garden cities and town-planning, as opposed to doing propaganda work in connection with housing. A large number of lectures have been given to selected audiences, and by means of the Magazine and in other ways the educational work has been, in the opinion of the Council, effective.

As will be seen in the subsequent paragraphs of the Report, the work of the Association has been varied in character, and there is little doubt that the Association continues to play an important part in directing the public mind, and the minds of those responsible for local administration, to the important questions involved in the preparation of town-planning schemes.

### RESIGNATION OF THE SECRETARY

Towards the end of the year Mr. C. B. Purdom resigned his position as Secretary of the Association. The Executive Committee passed a resolution expressing their thanks to Mr. Purdom for the value of the services he had rendered to the Association and to the cause of garden cities and town-planning. They received his resignation with great regret, at the same time recognizing that in the work he was undertaking at Welwyn Garden City he was advancing the general cause for which the Association stands. To fill the office of secretary the Committee appointed Mr. W. McG. Eagar, who had previously been working on the staff of the London Housing Board at the Ministry of Health, and has had a general all round experience of social and economic questions.



# GARDEN CITIES AND TOWN-PLANNING

## THE HOUSING ACT, 1921

Probably one of the most important achievements in connection with the garden city movement was the placing of the Housing Act of 1921 on the Statute Book. This Act empowers the Public Works Loan Commissioners to lend to approved garden city companies, for the development of their schemes, three-quarters of the approved capital cost of their land and development. The importance of this enactment is twofold. In the first place it renders the financing of garden city enterprises considerably more easy, and, in the second place, it expresses in a very concrete form the recognition by the legislature of the importance and value of the garden city movement. The passing of this Act, coming as it did after the unanimous Report of the Neville Chamberlain Unhealthy Areas' Committee, marks a big advance in the work of the Association. The first loan to be sanctioned under this new Act is to Welwyn Garden City Ltd. It is to be hoped that further garden city enterprises in other parts of the country will now be rendered possible.

## EXHIBITIONS AND LECTURES

Two important exhibitions were organized by the Association during the summer. One took place at Guildford and was open for about a fortnight during the Summer School of the Civic Educational League with which the Association co-operated. In addition to the members of the School a large number of local residents and members of summer schools in other districts visited the exhibition. The second exhibition was organized in connection with the Summer School of the Welsh Council of Social Service at Llandrindod Wells. This also aroused considerable interest. The Welsh Housing Development Association co-operated in this exhibition.

The number of lectures given during the year amounted to over 100. Most of them were illustrated with lantern slides. Some of the lectures were given to Women's Citizen Associations, others to various political organizations. Perhaps the most important educational work was done at lectures to Rotary Clubs. The Executive Committee considers that it is of supreme importance that the business community should understand the industrial and economic importance of town-planning, and the Rotary Club audiences, consisting as they do of representative business men, give a great opportunity for effective educational work. Capt. R. L. Reiss also gave two courses of lectures at the London School of Economics, one on the Housing Acts and their administration, the other on town-planning. These courses were well attended. A course of six lectures was organized at one of the London County Council colleges for teachers of domestic science. The lectures were given by different members of the Association. This educational work amongst teachers is of considerable importance. The London County Council Education Committee arranged for lectures at some of their evening classes and lecturers were supplied to speak at the various evening institutes. In practically all the lectures delivered considerable attention was given to the work being carried out at Letchworth and Welwyn Garden City.

## "TOWN THEORY AND PRACTICE"

A book entitled *Town Theory and Practice* was published by Messrs. Benn Bros. towards the close of the year. This book contains carefully prepared enunciations of the principles of town-planning with particular reference to the garden city. The book is edited by Mr. C. B. Purdom and contains contributions from his pen and also from Prof. W. R. Lethaby, Mr. G. L. Pepler, Mr. Raymond Unwin, Sir Theodore Chambers, and Capt. R. L. Reiss. Each of the chapters contain an elaboration of a different section of the Association's definition of a garden city. The book has received favourable notice in the reviews, and it is hoped that members of the Association will not merely purchase copies for themselves, but assist in its sale. The circulation of this book is one of the most valuable ways of advertising the principles for which the Association stands. The thanks of the Association are due to Mr. Purdom for conceiving the idea of the book and for carrying it out so successfully, and to those who collaborated with him in its production.

## LIBRARY AND MAGAZINE

The library continues to be used by British and foreign students of town-planning. It is hoped that members of the Association will make its existence more widely known.

Under the editorship of Mr. Purdom, assisted by Mr. W. L. Hare, the monthly Magazine has maintained its reputation for a high standard of excellence.

## INTERNATIONAL ASSOCIATION

The Association provides office accommodation for the International Garden Cities and Town-planning Association and the work of that Association continues to grow; reports and information are sent to foreign and colonial institutes and Government departments; visitors from abroad come in increasing numbers and the International Association makes every endeavour to provide them with assistance and information on housing and town-planning.

## LETCHWORTH AND WELWYN

As mentioned in the last Annual Report, the Urban District Council of Letchworth, the first garden city, have carried out a large housing scheme which is regarded as one of the best in the country. The Association has given great prominence to the work carried out at Letchworth in the lectures and exhibitions that have been given, and it is hoped that it has continued to prove a substantial assistance to Letchworth.

Considerable progress has been made at Welwyn during the year. Schemes for water, drainage, gas and electricity were completed, and much further development is continuing to take place. Over 150 houses are occupied and another 100 in course of construction. A complete departmental stores and restaurant have been opened. Welwyn Garden City has now been constituted a self-contained civil parish with a Parish Council of its own. The Parish Council have elected three of their number to act as civic directors of the Welwyn Garden City Company.



# GARDEN CITIES AND TOWN-PLANNING ASSOCIATION

PUBLIC UTILITY SOCIETIES

The Association is continuing to give advice and assistance to Public Utility Societies. These societies throughout the country have been struggling under considerable difficulties owing to the rapid increase in the cost of building during 1920 and the early part of 1921. Though the fall in building costs since then has assisted those societies which have carried out further sections of their scheme, the position of some societies who built during 1920 is causing some anxiety. The Association has organized a Conference of Public Utility Societies to discuss the various matters with which they are concerned and to formulate certain proposals to the Government.

## FINANCE AND STAFF

The summary of receipts and expenditure for the year is printed below. A special appeal was sent

out at the end of the year for extra donations to meet the anticipated deficit, and in response to this a sum of £75 was received from members. During the current year, various economies are being effected which, in the aggregate, amount to several hundreds of pounds. At the same time the anticipated receipts are likely to be considerably less. We, therefore, appeal to members to secure additional members and secure support to the Association for the valuable work which it is carrying out.

The Executive Committee wishes to record its high appreciation of the work of the staff during the past year. Mr. H. Chapman has continued to be responsible for the Library, exhibitions and visitors, etc., Mr. A. T. Pike to organize lectures and conferences, and Mr. A. J. Howard (who has since resigned his position with the Association) was responsible for work in connection with public utility societies.

# The Garden Cities and Town-Planning Association

*(The British Garden Cities and Town-Planning Association, Incorporated.)*

SUMMARY OF RECEIPTS AND PAYMENTS FOR THE YEAR ENDING DEC. 31ST, 1921.

[illegible]

We hereby certify that we have examined the above Account of Receipts and Payments with the Pass Books, Receipt Books, and Vouchers of the Association, and find it to be in accordance therewith.

(Signed) W. B. PEAT & Co.,

11, Ironmonger Lane, London, E.C. 2.  
January 17th, 1922.

*Chartered Accountants,  
Honorary Auditors.*

Amounts owing by the Association, £368 4s. 9d. ; Amounts due to the Association, £189 14s. 3d. ; Stock of Literature, £168 4s. 7d. . The Association has 45 Ordinary Shares of £5 each in First Garden City Ltd. and 1,500 Ordinary Shares of £1 each in Letchworth Co-operative Houses Ltd.



# International Garden Cities and Town-Planning Association

## Presidential Address of Mr. Ebenezer Howard

*(Delivered at the Reception of Delegates at Olympia on March 14th, 1922)*

IT is a very great delight to me as President of the International Garden Cities and Town-Planning Association to welcome this great body of delegates from many lands to this Conference.

### THE DELEGATES PRESENT

There are, I understand, 160 representatives from 36 countries abroad; and but for this terrible war through which we have passed, the number of nations represented and the number of delegates attending would, naturally, have been far greater. On the other hand, must we not all agree that the terrible devastations of that war do but render the great and varied constructive undertakings of those who stand for garden city principles all the more urgent—all the more imperatively necessary? For what are the essential principles which actuate every true member of our Association? Those principles may be stated in many ways. At our meetings they will be illustrated and elaborated with much useful detail. But they come, I would suggest, briefly to this. The aim and purpose of each adherent of our movement is to do all that lies within his power to utilize and develop on the one hand the vast and beneficent resources of nature, and on the other the splendid possibilities that lie (though as yet only very partially unfolded) within the brain and hand and heart of man. In short we aim—do we not?—at becoming more and more actuated by the spirit of service, and less and less by that spirit of personal acquisition—that spirit of pure and uninspired private interest—which, for the lack of a higher guiding principle, has brought our civilization to the verge of destruction—a civilization which, in my opinion, nothing can save, except the speedy substitution of a higher for a lower motive power—a higher motive which by its very nature will create a new and splendid civilization, not by the destruction of the old, but by its gradual, and yet I hope, somewhat rapid transformation. Some of the lines on which it is actually developing are clearly revealing themselves.

This leads me naturally to ask you to glance briefly at some of the work which has been done in other countries.

### BELGIUM AND FRANCE

First let me say how glad we are to have with us such a large and representative delegation from Belgium, headed by our esteemed vice-president, Senator Vinck. Belgium has had many difficulties to face, but the way in which these have been met, and the re-planning and the re-housing which have been carried out, particularly in the devastated areas, under M. Verivdghen, reflect great credit on the Government, the municipalities and the national and local public utility societies.

In France, also, much good work has been carried

out in the devastated areas, while further, our movement has been much aided by the successful efforts made by MM. Sellier and Bruggeman, in grouping together of a number of bodies into one national organization for the study and propagation of garden city principles. The excellent work carried out by these gentlemen and their colleagues has borne fruit in the development of "cités-jardins" in the outskirts of Paris, and also in the creation of the Paris School of Higher Civics, where architectural students, municipal servants and other professional men are receiving excellent training in town-planning.

In Holland, the good work carried on during the war period has been continued, and, in proportion to its population, probably no other country has done so much work during the last eight years, as the British delegates who were fortunate enough to take part in the 1920 tour will gladly testify. The Netherlands Institute for People's Housing, under the capable leadership of Mr. D. Hudig, has done much work for housing, and has also co-operated in the formation of a National Committee for the study and propaganda of town-planning, and new town plans of Rotterdam, Amsterdam and Utrecht have been recently prepared.

In Denmark, the Danish Federation of Public Utility Societies under Mr. Boldsen, whom we are glad to see here with his co-delegates to-day, is doing very good work. In Sweden the Union of Swedish towns under Mr. Lindholm, and in Finland the Finnish Society of Architects, carry on excellent propaganda, while in Norway the Norwegian Housing and Town-Planning Association, under my dear friend Mr. Gierloff, has carried on propaganda by cinematograph films, lectures and conferences throughout the whole country.

### MEDITERRANEAN COUNTRIES

We gladly welcome delegates from the Housing Section of the Spanish Ministry of Labour. Before the war there was the nucleus of a national movement for garden cities in Spain. Much work is again being done there now, and we hope ere long Spain will once more have a strong national movement. In Italy, too, a great work has gone on during recent years—particularly in Milan and Rome, and the Association has arranged for a tour in Italy in connection with the International Housing Congress in September of this year. In Palestine, and in some of the countries of middle Europe, are being formed "settlements" or villages, some of which will possibly develop into the complete civic entities which we call "garden cities."

### INDIA

Throughout India much good town-planning work is being done by both British and Indian town-



# INTERNATIONAL GARDEN CITIES AND TOWN-PLANNING ASSN.

planners, notably by Professor Geddes; in the Malay States the Sanitary Boards are engaged on pioneer work, while in China and Japan the garden city movement is making headway.

The town-planning work carried out during the past few years in the United States, the example set us by municipalities, by Chambers of Commerce and other voluntary organizations, and the many excellently-prepared surveys and reports on town-planning schemes have been very encouraging to the movement all over the world. We gladly welcome among the American delegates the well-known writer on housing, Mrs. Edith Elmer Wood. The extensive study that is being given in the United States to town-planning, the growth of "zoning," and the experiments in "farm cities" and "single-tax" enclaves will be of inestimable benefit to our movement. The thanks of the Association are due to Mr. Lawrence Veillier, who has been of very great service in carrying our special garden city message to the United States.

## RUSSIA

Russia has been in so tragic a condition that practical work has been impossible, but I have received clear evidence that the garden city idea is gaining ground there; and the inquiries received by me personally, as well as at the office, have been dealt with in the impartial spirit that should always guide a non-political and non-sectarian body such as ours. These inquiries have been received from all political sections, and from various parts of European and Asiatic Russia; and it is my earnest hope that garden city principles will be adopted to the fullest extent in the reconstruction of that unhappy country.

In the great overseas dominions that are allied in the British Commonwealth of Nations the movement

is growing stronger every day. Mr. Thomas Adams (who unfortunately had to return to Canada before this Conference) is doing excellent work there; the Town-planning Associations in the various Australian states are active and in South Africa the movement is getting a good hold.

## GREAT BRITAIN'S SECOND GARDEN CITY

In Great Britain, although we have had a check to the very ambitious building programme of the Government, many excellent schemes have been carried out, but I am sure you will forgive me when I claim that the greatest achievement of the last two years has been the development of Welwyn Garden City. You will be seeing for yourselves what has been done there, and will visit some Government schemes elsewhere, so I will say no more about these for the present.

A very important part of the work is the numerous surveys that have been and are being carried out in various parts of the country, notably at Sheffield. Of those completed, the survey of the South Wales Coalfield, the report on which has been published, is probably the most important. Perhaps the greatest advance that has been made is represented by the Housing Act 1921, for this Act has made provision for loans to be made under certain conditions for the purpose of developing Garden Cities.

In all the work in this country the British Garden Cities and Town-planning Association has taken an active part, and has steadily kept before it the principles it was formed to propagate.

I will conclude by asking you to join with me in an expression of our hearty thanks to the proprietors of the *Daily Mail* for the use of this large and beautiful hall, and to those friends of our cause who have kindly lent or collected material for our International Exhibition of plans and pictures.

## Report of the Council of the International Garden Cities and Town-Planning Association

*Adopted by the Meeting of Members at Olympia, London, March 15th, 1922.*

THE last Conference of the International Garden Cities and Town-Planning Association was held at the Olympia, London, in February, 1920. The provisional arrangements that were made for holding a Conference in the spring of 1921 in Rome, in conjunction with the Congr s International d'Habitations a Bon March , were not completed as a consequence of the postponement of the Congr s, by arrangement with the Italian Government, to September of the present year. It thus happens that two distinct Conferences are arranged for 1922: the Conference at Olympia, where accommodation has again been kindly provided by the proprietors of the *Daily Mail*, and the postponed Rome Conference which we anticipate will take place in September next.

The growth of the Association was interfered with seriously by the war, although contact was kept as far as possible between the Secretariat and the constituent bodies, and the aftermath of the war has meant that development has been slow. The good work which was done, notably in the organization of the Belgium Town-Planning Committee during the war, the assistance given to representatives of nations that were engaged in war-time housing and the



## GARDEN CITIES AND TOWN-PLANNING

courses of study undertaken by overseas soldiers in the period immediately after the Armistice, has, however, brought good results, shown by the frequent letters received from those who were thus brought into touch with the Association and the steady increase in the membership. The work of building up the organization has gone on and the Association now has affiliated organizations and individual members in Argentina, Australia, Belgium, Canada, Ceylon, China, Cuba, Denmark, Egypt, France, Great Britain, Greece, Holland, India, Ireland, Italy, Japan, Malay States, Mexico, Norway, Palestine, Philippine Islands, Spain, South Africa, Sweden, Switzerland and the United States of America.

In some of these countries national organizations have been formed and there are grounds for hope that they will result in strong movements for the building of garden cities as well as for better town-planning.

The influence of propaganda by national bodies, local organizations and individual members and correspondents of the Association has increased and the work of the Association has become more widely known during the past two years. This is shown very clearly by the growth in the number of requests for information and assistance which come to the office from all parts of the world. These requests are not confined to those that come through the post: practically every day there are visitors at the offices of the Association who require information, advice and assistance in their studies upon housing activities and town-planning in various parts of the world. These correspondents and visitors include architects, town-planners, municipal officials, social workers, university students, government representatives, business men, economists and religious workers of practically all nations of the world.

In addition, visits to Housing Schemes in Great Britain are arranged for parties and individuals continually throughout the year. The Association has been responsible for the organization of tours in England of a large Norwegian delegation in March, 1920, and of a Norwegian and British Delegation in France, Belgium and Holland in June, 1920. A tour to Italian towns of town-planning interest was projected for May, 1921, and the Association hopes to organize this tour in connection with the Conference at Rome in September next.

There is abundant evidence that the Association is fulfilling an important function. The extension of its work, however, is seriously hampered by lack of funds.

The Association is much indebted to the British Garden Cities and Town-Planning Association for the use of its offices and for making it possible for Mr. H. Chapman, its librarian, to give a large proportion of his time to the Association's work; without this co-operation it would be difficult for the work to be carried on. The journal, GARDEN CITIES AND TOWN-PLANNING, which is the official organ of the Association, has published a large number of reports received from the Association's members and correspondents.

The question of the readmission to membership of the Association of representatives of Germany and Austria will be considered at the meeting in accordance with the resolution passed at the annual meeting in 1920.

### The Annual Meeting

THE Annual Meeting of the International Garden Cities and Town-Planning Association was held at the Olympia on Wednesday, March 15th, 1922, when Mr. Ebenezer Howard, the president, was in the chair.

The Report of the Council was adopted.

On the motion of M. Henri Sellier, seconded by Senator Emile Vinck, it was unanimously agreed that Mr. Ebenezer Howard be re-elected President of the Association.

The reference from the last meeting as to the readmission of German and Austrian organizations was considered, and it was unanimously resolved: "That membership of the Association be open to

all individuals and bona-fide organizations approved by the Council."

The meeting then adjourned until the following day, when it was resumed at the close of the Conference on Building Costs at Welwyn Garden City.

It was decided that affiliated organizations be invited to appoint their representatives upon the Council at once in accordance with the rules, the six members to be elected by the annual meeting to be appointed at the September Conference at Rome, and that M. Sellier, Senator Vinck, Mr. Montagu Harris, and Mr. C. B. Purdom, together with the President, act as a provisional council until next Conference.



# International Conference on Building Costs

At Welwyn Garden City on March 16th, 1922\*

Note sur les Fluctuations des Cours de la Construction entre 1914 et 1922.

Par HENRI SELLIER, *Maire de Suresnes, conseiller général de la Seine.*

**I**L est extrêmement difficile de déterminer d'une façon exacte les fluctuations réelles des cours de la construction en France entre Juillet, 1914, et Janvier, 1922.

En France, et particulièrement dans la région parisienne, le cours des matériaux et de la main-d'œuvre est constaté par des

documents publiés trimestriellement par une Commission de la Société Centrale des Architectes, et qui réunit à la fois des architectes, entrepreneurs et fabricants de matériaux.

Voici pour les principaux matériaux rentrant dans la construction, les variations de prix constatées dans ce document, entre Juillet, 1914, et Janvier, 1922.

|  | Juillet,<br>1914. | Juillet,<br>1918. | Mai,<br>1920.                    | 1er Oct.,<br>1920.   | 1er Janv.,<br>1921.  | 1er Juil.,<br>1921.                      | 1er Janv.,<br>1922.           |
|--|-------------------|-------------------|----------------------------------|----------------------|----------------------|--|-------------------------------|
| Briques dites de Bourgogne pour<br>façades ... ..le mille        | 85 frs.           | 340 frs.          | 470 frs.                         | 500 frs.             | 460 frs.             | 400 frs.                                 | 1er Oct.<br>375 frs.          |
| Briques de Paris pour le remplis-<br>sage des murs... ..le mille | 54 „              | 200 „             | 300 „                            | 260 „                | 240 „                | 200 „                                    | 180 „                         |
| Chaux Hydraulique la tonne                                       | 40 „              | 70 „              | 110 „                            | 225 „                | 186 „                | 162 „                                    | 152 „                         |
| Ciment ordinaire ... id.   | 55 „              | 170 „             | 225 „                            | 230 „                | 213 „                | 213 „                                    | 196 „                         |
| Ciment de Portland ... id.                                       | 75 „              | 210 „             | 350 „<br><i>le m<sup>3</sup></i> | 363 „                | 318 „                | 255 „                                    | 239 „                         |
| Plâtre ... ..id.   | 20 „              | 70 „              | 90 „                             | 115 „                | 111 „                | 95 „                                     | 87 „                          |
| Sapin de pays pour charpente...<br>le m <sup>3</sup>             | 90 „              | 625 „             | 450 „                            | le stère<br>en grume | 1er Mars<br>421.40   | 1er Mai<br>401.40<br>1er Juil.<br>381.25 | 1er Déc.<br>374.75            |
| Sapin du Nord pour menuiserie<br>le m <sup>3</sup>               | 125 „             | 675 „             | 730 „                            | le stère             | 615 „                | —  | 605 „                         |
| Chêne de pays pour charpente...<br>le m <sup>3</sup>             | 180 „             | 510 „             | 510 „                            | 590 frs.             | 590 „                | 590 „                                    | 590 „                         |
| Chêne de pays pour menuiserie<br>le m <sup>3</sup>               | 210 „             | 590 „             | 650 „                            | —                    | —                    | —  | 620 „                         |
| Parquet sapin ... ..le m <sup>2</sup>                            | 2 „               | 16 „              | 18 „                             | 16 „                 | —                    | 13.50                                    | 12 „                          |
| Parquet chêne ... ..le m <sup>2</sup>                            | 5.20              | 15 „              | 24 „                             | 24 „<br>15 Déc. '20  | —<br>7 Fév. '21      | —<br>19 Juil.<br>70 frs.                 | 22 „<br>9 Oct. '21<br>65 frs. |
| Fers à plancher ... les 100 ks.                                  | 26 „              | 80 „              | 150 „                            | 100 frs.             | 80 frs.              | 70 frs.                                  | —                             |
| Acier doux pour ciment armé id.                                  | 23 „              | 100 „             | 120 „                            | —                    | —                    | —  | —                             |
| Plomb en tuyau... ..id.  | 76 „              | 200 „             | 375 „                            | 1er Oct.<br>225 frs. | 25 Janv.<br>195 frs. | 29 Juin<br>170 frs.                      | 1er Dec. '21<br>215 frs.      |
| Zinc laminé ... ..id.  | 85 „              | 330 „             | 460 „                            | 6 Déc.<br>290 frs.   | 20 Janv.<br>265 frs. | 25 Juin<br>220 frs.                      | —                             |

\* Further papers presented to this Conference will be printed in this Journal as soon as possible.—EDITORS.



## GARDEN CITIES AND TOWN-PLANNING

Il apparaît que, dans la pratique, les prix ci-dessus sont légèrement supérieurs à la réalité. Ils sont en effet, établis pour de petits travaux, et ils subissent des rabais plus ou moins importants, d'après le volume des constructions dans lesquelles ils sont utilisés.

Pour déterminer un coefficient général de variations de prix, il faudrait rapporter à des constructions présentant les mêmes caractéristiques, les chiffres du tableau ci-dessus ; or, d'une époque à l'autre, ou d'une région à l'autre, l'utilisation de tels ou tels matériaux ou de tels ou tels matériaux similaires, varie suivant les prix de l'un ou de l'autre ou suivant les conditions de l'utilisation locale, les transports jouant un rôle important.

Malgré tout, il apparaît que pour la région parisienne, si on estime à un le prix de revient général de Juillet, 1914, celui de Juillet, 1918, pourrait être évalué à  $2\frac{1}{2}$  ; de

Juillet, 1919, à  $3\frac{1}{2}$  ; Juillet, 1920 (maximum), à 5. En juillet, 1921, les prix étaient descendus à un coefficient voisin de 4 par rapport à 1914. Il semblait être en Janvier dernier de  $3\frac{1}{2}$  et des marchés conclus récemment, on peut tirer comme conclusion que le coefficient 3 est, à l'heure actuelle, à peu près normal.

La baisse actuelle des prix de revient est plus rapide que la baisse des matériaux ; la période de crise économique que nous traversons ayant réduit considérablement la construction, les entrepreneurs consentent à travailler avec des bénéfices beaucoup moins élevés que ceux qu'ils exigeaient en 1920, période d'activité économique intense.

Il y a lieu aussi d'indiquer que le prix de la main-d'œuvre qui a atteint son maximum au début de l'année 1920, plus de 4 par rapport à 1914 dans certaines catégories professionnelles, tend actuellement à se stabiliser à un coefficient inférieur à 3.

## HOUSING IN MOSCOW

By DR. J. GUELMAN

*(Head of the Sanitary Dwelling Sub-section of the Commissariat of Public Health, Moscow).*

**T**HE first Congress for Improvement of Towns and Villages in Russia took place in Moscow from the 15th till the 22nd of September, 1921. About 300 delegates were present from the Boards of Health and local communities, and many well-known and authoritative specialists, engineers, architects, and doctors.

The Congress was divided into four sections : (1) The Housing Section ; (2) The Section of Town-planning ; (3) The Section of Rural Housing and Planning ; and (4) The Section of Water Supply and Sewerage.

Fifty-nine reports were heard at the Congress and its sections. The Housing Section paid special attention to the question of a change in the housing policy, which from the beginning of the revolution and up to the present day has been based on a general municipalization of houses and on continual distribution of dwellings.

The Congress came to the conclusion that such a policy, with its constant dislodging, transplanting and compulsory compacting of the population in their dwellings, measures

dictated in the interests of the revolution and the working-classes, at the present time should cease ; by not guaranteeing the population the use of their dwellings, such measures killed all desire to preserve them. Therefore, dwellings were left completely without survey or care, and the latter, together with a general economic destruction in the whole country, led to an enormous demolition and a decrease of dwellings. Thus, in Moscow, during the period of 1917-20, out of a number of 231,597 apartments, 50,000 were destroyed—in other words, 20 per cent. This percentage at the present moment has undoubtedly grown. Other towns in the Republic appear to be in the same conditions, and the percentage of completely destroyed dwellings in our towns is from 15 per cent. to 30 per cent. ; and dwellings inhabited at the present time are very near destruction. Another reason, besides the destruction of buildings, led to a decrease in dwellings, and that was that many houses were occupied by all kinds of chanceries and establishments which spread and grew in number after the revolution. All this, notwithstanding the



sharp decrease of the population in towns (as may be seen from the following table), led to an enormous deficit in Russian towns.

A decrease of the population in towns, according to the Census of August 28th, 1917-20, is as follows :

|                | Per cent. |                | Per cent. |
|----------------|-----------|----------------|-----------|
| Petrograd ...  | 71        | Voronege ...   | 32.2      |
| Moscow ...     | 49.6      | Nijni-Novgorod | 30.8      |
| Yaroslaflf ... | 43.3      | Tver ...       | 35.3      |
| Perm ...       | 32.1      | Vologda ...    | 32.8      |

An increase of the population may be observed only in those small towns which have become administrative centres.

And, thus, if it is possible to speak of a "housing crisis" in England, of Russia we may say we have to do with a severe housing crisis, especially if we take into account an absolute cessation of building and repairing work in the country.

The Sanitary Housing Department of the Commissariat of Health has long anticipated the danger of such a policy, and determinedly recommended its alteration. The first Congress of Improvement and Sanitation of Towns and Villages unanimously resolved that the housing policy ought to be immediately changed, and in the future must be founded (1) on the strengthening of personal interest of the citizens in the care of their dwellings, guaranteeing citizens with a firmer use of dwellings ; (2) on a cessation of dislodging and compulsory implanting. The population should be allowed a free disposal of dwellings in limits of norms established by the Commissariat of Health (30 cubic metres for each person). A de-municipalization of small and medium houses should be brought about and these de-municipalized houses should be immediately handed over to their former owners or to co-operatives of lodgers ; the system of compulsory orders for dwellings (obligatory implanting) should be abolished ; the housing departments should be furnished with only a small number of houses, which should be the communal fund for the accommodation of the working classes and the government establishments. Such measures, according to the opinion of the Congress, bringing in a stimulus of personal interest into housing, will be the only way to stop the process of the demolition of dwellings.

The Congress acknowledged such measures

as being only palliatives, and agreed that the real solution of the housing question lies in the new building. The Congress, therefore, recommended various suggestions in this direction, to co-operative and private building, but the practical possibilities so far are exceedingly small, and the near future can scarcely improve the situation.

In the Housing Section of the Congress two extensive reports were read on the after-war housing policy in England. These reports called forth great interest and wonder.

The numerous reports in the section of Town-planning stated the sad condition of Russian towns in the way of good order, and strongly emphasized the importance of planning of towns. Before the revolution we knew no sanitary legislation in the sphere of building and town-planning ; building in towns was disorderly, water supply and sewerage were absent ; an insufficiency of gardens and parks was apparent in the towns. Towns were not guaranteed enough land for their development. During the time of the revolution the true condition of towns has not improved, but has become worse.

All the sanitary-technical constructions have become worn out and need great repair. The gardens and parks in many places are cut down, etc. But, nevertheless, an interest in town-planning has grown and, in many places, great activity may be observed in the replanning of old towns.

A plan for the reconstruction of Jaroslaflf, destroyed to a great extent by the civil war, has been already worked out ; further, schemes for the replanning of Great Moscow and Great Petrograd are being prepared. Of course, this extremely precious material cannot be put into use at the present moment on account of the extraordinary and grave economic condition of our country, but their importance is great.

The Congress stated the necessity of working out the town-planning legislation, seeing in the latter the basis for their sanitation and improvement.

The Congress, for the first time, put forth the problems standing before the Russian towns, and clearly showed all the disorder of the latter. The suggestions of the Congress, we are sure, will be acted upon when building in Russia becomes possible.



# An Electric Village at Billingham

**T**HE building of a large power station, and the lack of accommodation in the vicinity, necessitated the erection of a number of houses for the employees. This led to the laying-out of a pretty little colony of sunny estates in miniature, within close proximity to a city famed, among other things, for its perpetual pall of smoke—to wit, Newcastle-on-Tyne.

This colony of seventy-three well-designed and pretty little houses (built approximately eight to the acre) is well situated on high ground sloping to the south. The pleasant tree-lined streets are of ample width, and afford a fine view of the distant Cleveland Hills. The trees are planted in a wide grass margin between the footpaths and the carriage ways. No fencing other than hedging has been erected, and in this way the rural aspect of the village has been retained.

A point of great interest is the consideration given to domestic labour saving, and a description of the houses and their equipment may be of interest. The main walls of the houses are 11 in. cavity walls, and the external elevations are either finished with red facing-bricks, stucco, or rough-cast, and Westmorland slates or red tiles are used for the roofs. By varying the wall facings and roofing on the three different designs of houses the general effect is of every pair of houses being different in appearance.

The whole of the rooms, with the exception of the sculleries, are finished in plaster, and decorated very tastefully with "Wal-pamur," and the floor-

ing of the sculleries is finished with square 6 in. red tiles, which not only have a pleasant appearance but are kept clean with a minimum of trouble.

The houses are of five and six rooms, having ample cupboard accommodation, and, as will be seen from the plan, most of the rooms are lighted by windows on two sides. The window sashes to the upper floor have specially chosen hinges which allow of the outsides of the windows being cleaned from the room side.

The question of heating and cooking in the houses received very careful consideration, and in order to keep down the cost of construction and capital cost of equipment, and on the grounds of economy in use, the following method was decided upon.

Each house is equipped with one chimney breast with a coal fire in the living-room, this coal fire being fitted with a boiler behind from which the domestic hot-water supply is taken. The only other fireplace in each house is in the bedroom immediately above the living-room, and having a flue in the same chimney breast. The remainder of the heating and cooking arrangements are all carried out by electricity. Those rooms which are heated electrically have ventilators provided either in the ceilings or high up on the walls. The electrical equipment in



**Billingham: Living Room, containing Fireplace, with Boiler behind**



# AN ELECTRIC VILLAGE AT BILLINGHAM

he smaller type of houses (containing living-room, scullery, and three bedrooms) is as follows:

*Living-Room.*—Wall plug for use of electric kettle, electric iron, etc., or electric fire if the coal fire is not in use.

*Scullery.*—Electric cooker having an oven measuring 30 in. by 30 in. by 15½ in. and controlled by a switch giving three heats. The hob-plate is fitted with a three-heat boiling-plate, a three-heat boiling-pan and vegetable steamer, and a grill and hot cupboard.

*Bathroom.*—The electrically heated clothes boiler is placed in the bathroom (which adjoins the scullery), and is supplied with hot water by a tap from the domestic hot-water supply. Only a small consumption of electricity is required, therefore, to boil up the water and keep it boiling.

*Bedrooms.*—Portable electric fires are provided of ample capacity to quickly heat up the rooms, and when heated to maintain an even temperature on "low-heat" regulation.

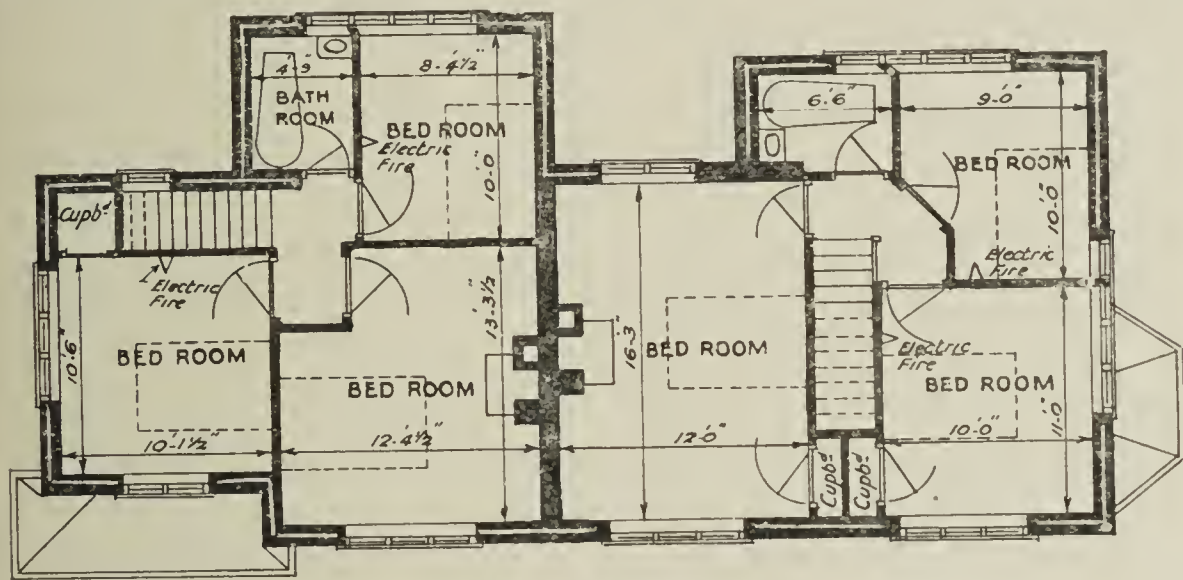
It is of interest that during the great coal strike no coal was used in these houses, and the domestic hot water was obtained from the wash boiler entirely by means of electricity, or small quantities obtained from the boiling-pan on the cooker. Many of the occupants found the method more convenient during the summer months than lighting the living-room fire, and did not revert to the use of coal. The average consumption of electricity in this type of house is at the rate of 3,300 units per annum, at an annual cost to the occupant of approximately £8 10s., current being supplied by means of a shilling in the slot prepayment meter.

As the residents are employees of the Com-

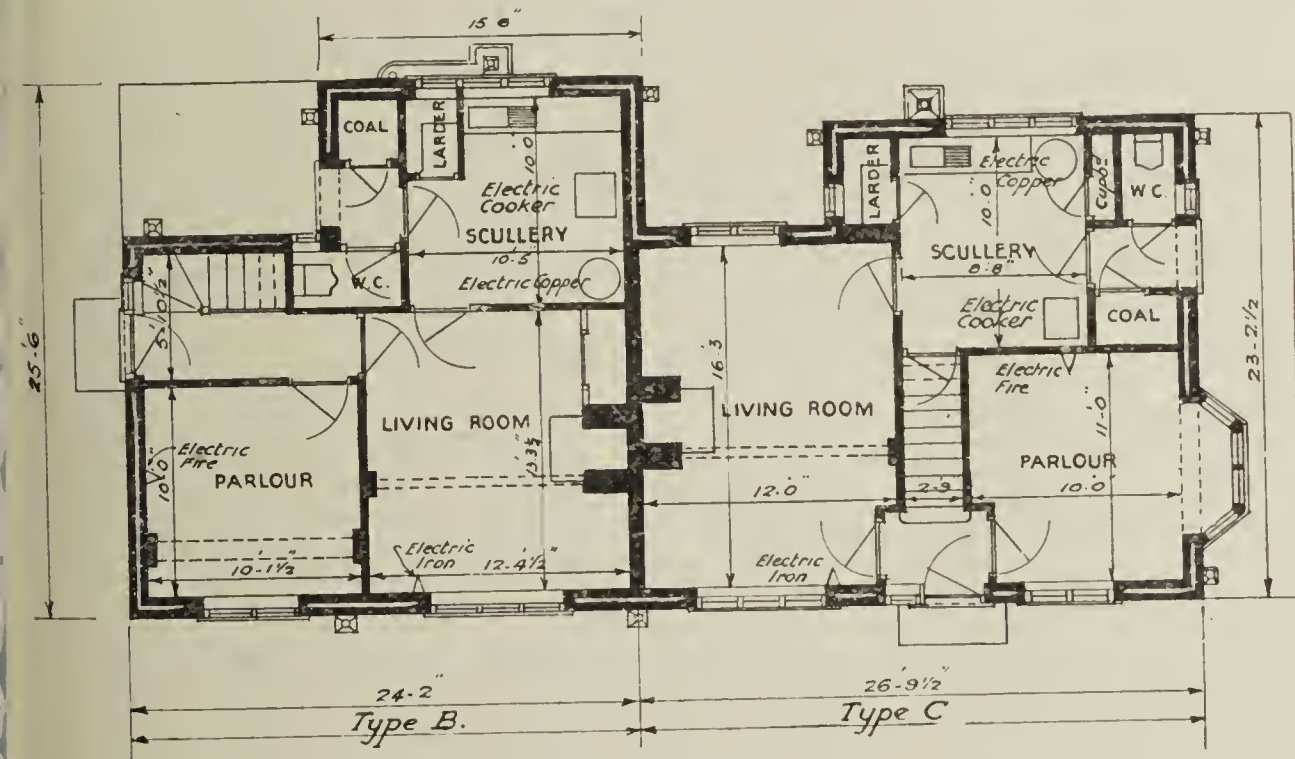
pany supplying electricity, relatively low rates are charged for electricity, but it is of interest to note that at the rates which have been recently quoted by a Corporation in another part of the country for the tenants of the Corporation Housing Scheme, the consumption of current given above would work out at only £11 18s. per house per annum, and these rates are estimated to yield a reasonable profit to the electricity supply undertaking.

In addition to the electrical apparatus installed, the residents have adopted various other electrical labour-saving devices, such as kettles, hot-plates, water heaters, utility motors, etc.

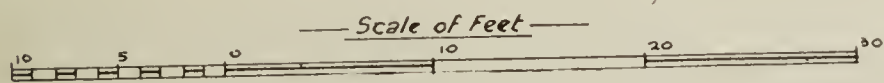
Many of the houses have been occupied for some eighteen months, and the enthusiasm which the residents have freely expressed for the cleanliness, ease of working, and low cost of the electrical equipment, has greatly



FIRST FLOOR PLANS



GROUND PLANS



Plans of Houses at Billingham. Types "B" and "C"



## GARDEN CITIES AND TOWN-PLANNING

impressed all who have visited the village.

It should be noted that the saving in the cost of building due to the elimination of chimney breasts and the provision of only very small coal storage will more than pay the cost of the electrical equipment. In this connection architects and others interested will find it well worth while to study the

*Report on the use of Electricity in Working-class Dwellings*, published by the British Electrical Development Association.

A visit to the village of Billingham conveys an impression of space, cleanliness and sunshine, and in spite of the short time the houses have been occupied the residents have been quick to take advantage of the good soil to make their gardens productive.

### Health and the City

LORD DAWSON OF PENN, Physician in Ordinary to His Majesty the King, delivered an important speech at the Citizens' Meeting, Welwyn, recently, taking as his subject "Health and the New Community," a matter of vital interest to all citizens. The report given below fairly summarizes the points of the speech and should prove useful.

Lord Dawson expressed the pleasure which he felt in visiting a young and vigorous community. They would, he said, doubtless produce a city of convenience and beauty with well-planned and healthy homes for its citizens, and they must always remember that their town was rooted in a virgin soil, free of all the cramped conditions of older towns and capable of growing in new and unconventional ways towards a perfection hitherto unattainable.

It was necessary in the first place to emphasize that their concern lay primarily, not in curing disease but in the maintenance of health. It was probable that much would be done towards this end by breaking away from the British food tradition, by securing an absolutely clean milk supply and by fostering the growth of a well-informed and healthy public opinion.

The directors of the Garden City Company would become "Apostles of preventive medicine" if they insisted on the prevention of factory smoke and other industrial nuisances. They must also have open schools, with a medical examination of all children at least twice a year, in order that the first symptoms of disease might be diagnosed and rightly treated at once. The school doctor should be the family doctor and not an official specialist.

He recommended that a Health Centre should be established in the town. The growth of medical science, with its wide range of auxiliary treatment such as X-rays, massage, and electrical methods, demanded a large measure of institutional treatment. This, of course, would mean a great deal of organization, but it must be remembered that the small house and moderate means limited very severely the home treatment which could be given, and also that skilled nursing was beyond the reach of the poorer people.

A Health Centre would give the "first best" results, anything else could only be "second best." The Centre should be equipped with wards, laboratories, X-ray room, electrical apparatus and clinics. It should also have a department of physical development. Elaborate buildings were unnecessary so long as there were ample space and air around them. He had been attracted to Welwyn Garden City from the outset because it was a public-spirited venture

and because their directors had long ago seen the necessity for a well-organized Health Centre.

Why should there not be formed in this new town a Health Association which would secure for its members the benefit of the special treatment referred to, and which would also provide facilities for such necessary things as the examination of sputum, with a lying-in ward for maternity cases, and other benefits?

This association could be run on economic lines with the proper support of the City and grants in aid from the Ministry of Health and the Board of Education. He would himself be glad to give all the advice and assistance he could to such a venture. Contributions on a fixed basis should be made by all members and should ensure certain scheduled benefits. Although they could only advance by stages, a complete scheme should be in mind from the beginning, a scheme which would provide a real union between preventive and curative medicine. He would, however, emphasize the primary necessity of the treatment of incipient disease at the Health Centre. They must not wait until people were bedridden. Generally speaking, efficiency and not luxury should be the basis of their scheme, and wards should be provided rather than separate rooms.

The relationship of the doctor to the Health Centre was a very thorny question, and he doubted whether actual medical advice should be covered by the contributions of members. The sick person should, he considered, be allowed to choose his own doctor, but the Health Centre should make collective provision of full accommodation and fabric. Patients who came under the National Insurance Scheme would continue to receive the domiciliary treatment to which they were entitled, and people who now employed their own doctors privately would continue to do so, but the Health Centre would secure any special treatment required, and would, above all, increase the value of the ideal for which the Garden City stands.

Mistakes would doubtless be made, and the administration of the scheme would not be very easy, but they must keep always before them their very valuable and stimulating objective, and no expenditure of energy and determination would be too great if they reached their goal. England wanted, more than anything else to-day, a vigorous, healthy, educated youth, and the Garden City could provide the youth required. No community could live without ideals, and they would have continually the joy of helping the England they loved so well.

From *Welwyn Garden City News*.



# A Review of International Technical Periodicals

READERS who wish to keep in touch with American architectural and town-planning progress should obtain a copy of the *Journal of the R.I.B.A.* (9, Conduit St., W. 1s. 6d.), for December 10th, 1921. It contains full accounts of excellent discussions held at the Institute in which Mr. Donn Barber and Mr. Raymond Unwin took important parts. The journal makes very good reading for laymen as well as professional architects, especially in its frequent studies of classical, mediæval and modern architecture. The Town-Planning Institute also furnishes full reports of its lectures and discussions among which we should mention that by Mr. W. R. Davidge on "Town-planning and Unemployment Emergency Measures." It is very forcible and comprehensive. The full text of the interesting lecture on London Bridge by Mr. W. D. Carsøe can be found in the *Journal of the London Society* (November and December issues, 6d. each), a journal which may always be counted to contain something attractive to dwellers in the metropolis. The *Journal of the Surveyors' Institution* for December and January are to hand (Gt. George St., S.W. 2s. 6d. each), and the latter is of exceptional importance, for it contains an illustrated paper on "The Problems of Greater London," by Mr. Davidge, which should be read by all who wish to be well informed on this subject. A further reference to this matter is found elsewhere in our pages.

*The British Builder* begins its fifth year with its January number devoted, like its predecessors, to modern building construction, though occasionally, like its technical contemporaries, making a glance backward at such a city as Bijapur and its architectural wonders (September, 1921). Judging from its pages, reinforced concrete has captured the building world for many a long day. The November issue has special interest for our readers in its admirable account of the Glasgow housing scheme well on the way to realization. Gourock also is being similarly favoured. *The National Builder*, the latest competitor for the attention of its craft has come to this office since its first issue in September, 1921. It is the official organ of the National Federation of Building Trade employers of Great Britain and Ireland, and we should imagine was established in order to help building employers to "make good" in the politico-technical controversies which became acute last year. Their point of view may be grasped by the following passage: "The real trouble still remains in the Housing and Town-Planning Act—wise and beneficial though it appears to millionaires and medicos. Twelve houses to the acre forbids a rebirth of Fulham, but at the same time . . . it prevents any possibility of an estate being laid out on a paying basis. What is necessary is to discover some happy mean between the dreams of the idealists and the realisms of the materialists." The Federation seems to come forward in Vol. I, No. 1, to say "*Laissez nous faire!*" Being thus restricted in purpose and mainly devoted to trade publicity and organization, the journal does not contain those articles of technical interest for which we look in the pages of its older contemporaries.

## LABOUR REVIEWS

Anyone who cares to study the pages of the *Monthly Labour Review* (U.S. Department of Labour, Washington) or the *International Labour Review* (G. Allen and Unwin, Agents for the League of Nations) can get all the relevant facts, minus the froth of propaganda, about the conditions of labour in all parts of the world. The first is quite as international as the second, and both are highly informative. It may be that people do not value facts served up in the cold light of science, but prefer the warmth of controversy as being more dynamic and stimulating. The American review gives regular accounts of housing activity in all parts of the world collected from official reports. *The Butlletí del Treball*, printed in Catalan at Barcelona comes regularly to this office. November and December issues contain reports of the important Second International Conference on Psycho-technics applied to the position of the professions and the organization of labour, held at Barcelona at the end of October last year. The Bulletin gives notices of housing conditions and prices of commodities in a very clear statistical manner. These valuable reviews, though little noticed, point to and prepare us for the time when industry will be recognized, from necessity, as a civic function and not a merely personal activity.

## SPANISH-AMERICA

*Revista Municipal y des Intereses Economicos*, published at Havana, Cuba, continues its interesting career under the guidance of Dr. F. C. Justez, by no means restricting its glance to its own island. Sketches of the famous statesmen and urbanists of Europe and America occupy its pages. Mr. Lloyd George is included in this *galleria* of notables in default of a photograph of Mr. Ebenezer Howard, whose influence on "La Ciudad-jardin" is described in a well-informed article in the December issue for 1921. Otherwise there is not so much notice taken of town-planning as we should have expected of the *Revista*. From Montevideo we receive regularly *Arquitectura*, the official organ of the Society of Architects in Uruguay, which occupies itself largely with professional affairs, giving very good information from Europe. As the result of the bombardment of Rheims and other cities, it appears the Gothic style of Architecture has been at last found out! Rogerio Gilman gives a table of twenty-eight instances in which gothic construction is contrary to sound architectural theory. We are glad to notice that the conductors of this periodical show interest in the subject of our concerns—"transformacion y embellicimiento" of cities. An account is contained in the September, 1921, issue of a plan for the City of Salto, launched by the Pan-American Congress of Architects.

At this Congress a paper was read on the theme, "Is the formation of an American architecture possible?" which is reported in full in the December, 1921, issue of *Arquitectura*, together with articles on the national architectures of Chile and Mexico. The question is of importance to others beside Americans, whose only typical and original ventures have



# GARDEN CITIES AND TOWN-PLANNING

been high commercial buildings. The formal conclusion was rather a non-committal. It reads: "The First Congress of Pan-American architects formulate the opinion that for the true interpretation of local problems for the logical adaptation to the surrounding material, for the application of a regional ornamentation, the architects of this continent should aim at the formation of an American architecture which should be, in every locality, the translation of its character, in harmony with Nature, and the genuine expression of the spirit of the race." We judge this to be a negative answer to the question: for surely America is too large to be considered as a "locality." Turning over the pages of the same issue, we notice that the city of Mexico has prepared designs for a new archaeological museum contrived on Aztec model both as to form and detail.

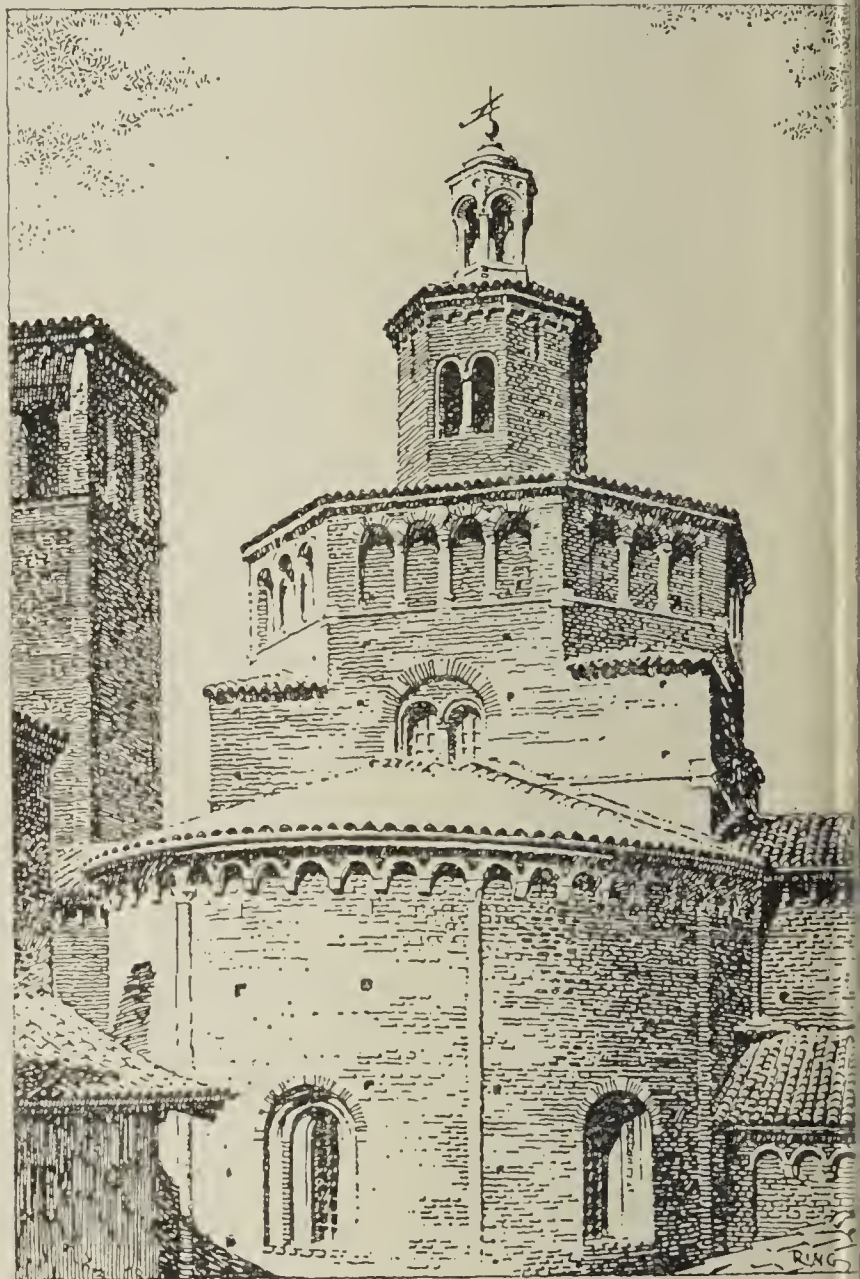
The *Boletin Municipal* of Mexico is issued from the Mayor's office fortnightly, and contains considerable statistical matter regarding the various departments, reports of councils and so on. No. 15 of last year contains a plan of the old city of Mexico, dated 1555. The editor quotes widely from American literature on town-planning.

## ITALY AND SPAIN

The *Report* of the Institute di Milano per le Case Popolari for 1919-20, came to hand late last year. It is replete with financial accounts, statistics and illustrations. In Italy the homes for the people now being built are large and handsome tenements, replacing the demolished hovels which are not fit for human habitation. *L'Architettura Italiana*, true to its name, still provides a volume of plates and studies in modern architecture of the well-known types. We notice nothing particularly novel since we last had the pleasure of reviewing its pages, unless it be a project for a Royal palace for Bulgaria, by Guiseppe Contarello in the January issue for 1922. It might have been possible, surely, for Bulgaria to produce a palace on some Byzantine model, rather than to transport via Italy a revised edition of Burlington House, Piccadilly. The design and purpose of the "Villa del Sol" are attractive of interest in the Heliotherapeutic Clinic at Desanzano, while the old Palazzo Ajo in Perugia yields another sort of satisfaction. It has been restored by Ugo Tarchi. Nothing about town-planning as yet finds its way into the pages of *L'Architettura Italiana* which, by this neglect, loses at least one opportunity of justifying its existence.

*La Ciudad Lineal* ploughs its lonely furrow, but not without attracting friendly interest and exercising its measure of influence. The October issue of last year contained an editorial entitled "Gratitud y Comentario," which was a very pleasant discussion of our brief reference to the Lineal City last September. In the November issue is a five-page supplement on the differing fundamental principles of Lineal City and the Garden City, showing how, in the opinion of the writer, they disagree. But the review also contains a full account of a project for a "lineal garden city" at Barcelona which, in name at least, seems to prophesy the happy marriage of two hitherto rather jealous lovers. We hope to give our readers full particulars of this venture as soon as space permits.

*Dedalo* (Bestetti and Tuminelli, Milan, 12 lire) edited by Ugo Ojetti, is a fine review of Art well illustrated and printed. No. 2, of 1921, is before us, and contains some excellent special studies, including "The Descent of the Cross of Tivoli," by Frederico Hermanin. It is only a short time ago that this magnificent group of statues in wood was restored and regrouped in a chapel of the cathedral at Tivoli. It



The Cupola of S. Theodoro, Pavia

belongs to that interesting current of thirteenth century art that flourished in the Roman territory and culminated in the work of Pietro Cavallini. The painting of this Roman school—that had even influenced the young Giotto—has been fully revealed, and now, little by little, we are beginning to know something of the sculpture of this school. In his article on G. B. Piazzetta, Dr. Fiocco draws in broad lines the characteristics of the art of Piazzetta, the immediate predecessor of the great Tiepolo. He is able at the same time to reproduce a few little-known or hitherto unpublished works of this painter.

Special mention must be made of an exceedingly interesting and well-illustrated article in the eighth number, dealing with Florence in the time of Dante. The early life of the poet coincided with a great outburst of building, although its results were hardly apparent when he was driven into exile. In those days the growth of the city was such that the second circuit of walls was insufficient to contain it, and a



# A REVIEW OF INTERNATIONAL TECHNICAL PERIODICALS

third circuit was projected. Suburbs, fields and waste lands were enclosed within the protection of the new walls, the space provided by this third circuit being so ample that it served its purpose until comparatively modern times.

The Lombard-Romanesque church of the twelfth century (printed above) is a splendid example of the understanding with which the early Italians used their brick, both structurally and artistically. Except for a few columns in the superstructure, the entire building is of brick.

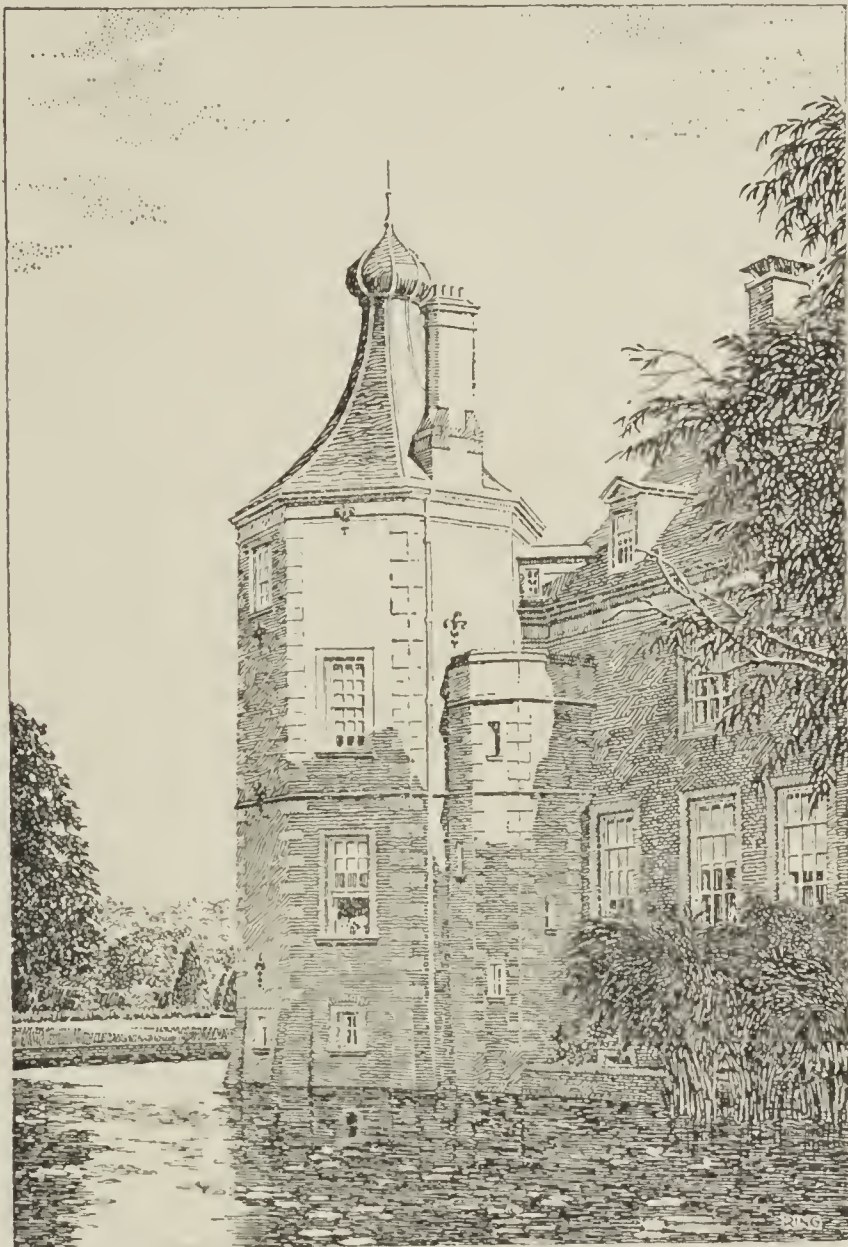
## GERMANY AND HOLLAND

*Der Städtebau*, 1921. This periodical, now in its nineteenth year, easily holds the first place in European technical literature on town-planning, alike for its wideness and scope and its luxurious thoroughness. Its concern in town building in addition to, or prior to, mere architecture, reverses the order of things of which we so often have to complain. Its splendid plans of cities, sometimes coloured, help in the wide study of town-planning in all parts of the world. A very interesting article on the rapid transit for Dresden is typical of what must happen when cities grow too large, and again that in Gernersheim illustrates the problems of an old fortified city jumping its walls and rearranging itself outside—sometimes no better than before. The tragic state of Rheims is regarded objectively as a town-planners' problem by those who half destroyed it, of which no one can complain. (Nos. 1 and 2.) Reval, lately come to new importance, is illustrated fully in Nos. 4 and 5, and grandiose plans and perspectives appear which might be appropriate if Reval were the capital of Europe or of the world at large! In the same issue is an article on "Small dwellings in a large city," and takes the form of schemes for greatly improved tenements or flats. Trondhjem, already familiar to our readers, is also dealt with in the same issue. The city of Cologne forms the chief topic of study in Nos. 7 and 8, and an article on the Romance of City Building includes a history of the Anglo-Saxon town of Old Sarum. Madrid has also caught the eye of the town-planner and is to have a series of boulevards cut through its complex rather on the lines of the "plan des artists" which Paris endured after the French revolution.

We should like to call attention to the very useful and graphic method which some of the continental architects are adopting in the making clay as plaster models of their designs, including trees and even a population in the streets; it is more realistic than drawing and we think has not been adopted much in this country. *Der Städtebau* contains many photographs made from such models to illustrate its articles.

By the kindness of the Director of the Commercial Department of the Netherlands Ministry of Agriculture we have been able to place in our library a series of twenty-five valuable pamphlets entitled *A General View of the Netherlands*. The ground covered is most comprehensive and as the pamphlets are printed in English, they are more than ordi-

narily useful. No. 1 deals with Agriculture and Cattle Breeding, and is followed by several on Industry, Commerce and Banking. Literature, Science and Art are dealt with adequately, and the series concludes with two on Architecture and Public Health. In the latter particulars are given of the Garden Villages and Housing Schemes afoot in 1915, the year of publication, and is thus a little out of date; but the majority are of permanent historical value to students of the Netherlands.



Weldam Castle, Gelderland, Holland

The *Bulletin* of the Institut intermédiaire international published quarterly at Haarlem and The Hague (Martinus Nijhoff, 25 florins per annum), is one of the well-prepared historical records of events in all countries which people buy but do not read. We learn, for instance, on the opening pages, that no fewer than nine treaties or ratifications of the same had been signed in the early part of last year; for instance, on May 15th the war between Germany and Costa Rica was brought to an end.

In the *International Journal of Public Health* (Geneva) for September-October, 1921, we are glad to notice an article on "The Garden City" by our good friend M. Georges Benoit Lévy, who rightly emphasizes the garden city idea from the point of view of health. The writer of the article is Directeur de l'Association des Cités-jardins de France.





**Old Houses on a Canal**

*The Times* issued recently an admirable supplement devoted to Holland, containing articles on almost every aspect of the national life of the country, including one on Housing, by H. van der Kaa, one of the delegates to the International Conference at Olympia. From that supplement, which is well worth perusal, we have been allowed to reprint a charming picture of old houses on a canal in Leiden, affording a contrast to the new type of buildings now in progress all over the country. In the new town-planning schemes for Amsterdam and Utrecht many of these old canals are retained as essential æsthetic features.



# Reviews of Books, Etc.

For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place, W.C. 1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.

## SOME TECHNICAL BOOKS

*The Architects' and Builders' Handbook.* 17th edition. By the late FRANK E. KIDDER and THOMAS NOLAN. 1921. New York: John Wiley and Sons. London: Chapman and Hall Ltd. xxiv.+1907 pp. £2 net.

This substantial handbook described in its earlier edition as a "pocket book," is almost too large for one hand. It is known popularly as *Kidder-Nolan*, and is one of those books which establish themselves by their usefulness until they become indispensable classics. With fourteen associate editors the new *Handbook* should do well. Though published in America it is in no sense local, but supplies the latest and most reliable technical data that any architect or builder, reading English, could require. The first thirty-one chapters are devoted to the theoretical and engineering aspects of building construction; while Part II is described as "Useful Information." In this section one of the most fascinating articles is that on Architectural Acoustics, by Wallace C. Sabine. It is a subject that artistic stylists would do well to study with care.

*Building Contracts.* By EDWIN J. EVANS, with a Foreword by Sir C. RUTHEN. 1922. Chapman and Hall Ltd. 304 pp. 10s. 6d. net.

In his preface the author says that the building trade has been plentifully supplied with books dealing with the technical or structural side, but the business or administrative side has been neglected. This is quite true, and we see how mistaken is the popular notion that "anyone can be a builder." Certainly, the lucid style of this work indicates that Mr. Evans has not only a good practical building experience but is something of an expositor. The book does not deal with the legal so much as the administrative and business side of building work, and its title does not refer to the legal instrument that may have to be signed, but to what is known as the "job" itself, small or great. It can be confidently recommended as worthy of the "Directly Useful Technical Series" to which it belongs.

*Concrete and Reinforced Concrete.* By W. NOBLE TWELVETREES. 1921. Sir Isaac Pitman and Sons Ltd. 137 pp. 3s. net.

This is another of Mr. Twelvetrees' works on concrete, written for Messrs. Pitman's popular "Common Commodities and Industries Series." It is therefore devoid of mathematical calculation of stress, etc., found in the author's more highly technical books. Anyone who reads this book may learn the main facts about the history of the use of concrete—which dates back to the ancient Egyptians, Greeks and Romans—and its application to modern construction of buildings and ships.

*Public Health Surveys: What they are, How to make them, How to use them.* By MURRAY P. HARWOOD, M.S.Ph.D. 1921. New York: John Wiley and Sons. London: Chapman and Hall Ltd. 400 pp. 24s. net.

This is a book very much to our liking; it is handy, not too bulky, and easily readable. It tells how American Health Surveys are conducted and should be useful to British Health Officers. We learn, however, that sanitary conditions are often worse in the States than they are here, if, at the same time, the methods for improving them are often better. The idea of the survey is to find out the facts and present them to the community so that legal or concerted action may be taken to institute improvements.

*Architects' and Builders' Pocket Book.* 3rd edition. By CLYDE YOUNG. 1922. E. and F. N. Spon Ltd. 500 pp. 8s. 6d.

This is a very convenient compendium of information arranged in such a compass as will really go in the pocket. The order is alphabetical and there are many cross-references. Many pages, chiefly on concrete, have been added since we last made a reference to the book in this journal. Official regulations are found concisely recorded for the attentive reader.

*Lockwood's Builders', Architects', Contractors' and Engineers' Price Book for 1922.* Edited by J. P. ALLEN, with a supplement on the London Building Acts, 1894 to 1909, by A. J. DAVID. 492+284 pp. 7s. 6d. net.

The essential word here is "Price," which makes the book valuable to the estimating contractor and architect alike. It would go very well on the shelf beside the *Kidder-Nolan*, Spon's, or Mr. Evans' book reviewed above. It must be very difficult, however, to compile a book about building prices which some persons are desirous of keeping up while others are doing all they can to pull them down. The last edition was issued in 1920.

*A Concise Guide to the Town and University of Cambridge.* Originally written by JOHN WILLIS CLARK. 7th edition. Cambridge: Bowes and Bowes. 1921. pp. xx.+199. 1s. 9d.

In the pages of this guide we are taken for a series of walks through the town in which the history and the architecture of the colleges and public buildings are discussed in an interesting manner. An introduction by the original author of the Guide gives an excellent summary of the origin and growth of the city. The illustrations are clear and well chosen.



# Notes and News

## HOUSING PROGRESS

We are informed by the Ministry of Health that the position of building under the National Housing Scheme (Local Authorities and Public Utility Societies) was, on March 3rd, 1922, as follows:

|                      |         |         |
|----------------------|---------|---------|
| Tenders approved for | 165,739 | houses. |
| Contracts signed     | 160,165 | „       |
| Houses commenced     | 148,969 | „       |

No exact figure is available of the number of houses completed, but the Minister of Health has stated that on March 1st, 91,000 were completed.

There is a considerable increase in the last month of houses in signed contracts, which is particularly noticeable in view of the tendency shown in the previous months for this figure to decrease. There is an increase also in the number of houses commenced amounting to 2,747.

*Public Utility Societies.*—Included in the figures given above are the houses being built by Public Utility Societies, the figures for which are:

|                      |       |         |
|----------------------|-------|---------|
| Tenders approved for | 4,588 | houses. |
| Contracts signed     | 4,518 | „       |
| Houses commenced     | 4,099 | „       |

*Grant under Additional Powers Act.*—On March 17th Certificate “A” had been issued for 42,042 houses (net). The number of houses actually completed in respect of which the grant has been paid was 28,710, an increase of 2,073 since February 10th. The grant actually paid amounted, on March 3rd, to £6,886,000.

*Cost of Houses.*—No information is available except the following statement by Sir Alfred Mond during the Housing Debate on March 13th: “We have already come down to £400. I am not sure that we have reached the bottom of the fall at £400 . . . but I believe that you will get still lower than the present figure.” It would be of interest to know in what district and for what type of house a contract for £400 has been signed.

*Number of Houses.*—In the Housing Debate on March 13th a new figure of the total number of houses being built was quoted by the Minister in the following sentence: “I maintain that we have made a very large and important contribution towards the solution with 226,000 houses.” It is difficult to say whence this figure is obtained. The number of houses being built by local authorities and public utility societies for which contracts have been signed is 160,165. The largest number which apparently can be built under the Additional Powers Act is 42,042. There is a considerable, and at present unexplained, discrepancy between the total of these figures and the Minister’s grand total of 226,000.

## THE INTERNATIONAL

The Conferences held by the International Garden Cities and Town-planning Association, reported elsewhere in these pages, really merited the use of that much-wronged term “unique.” Representatives were present from thirty-six countries. Many interesting, and some important speeches, were made; views were exchanged, and encouragement given. Many of the speakers referred to Mr.

Ebenezer Howard as “father of the garden city movement,” and to him it must be a matter of great pride to see within twenty-five years of his originating the garden city movement such clear evidence of the hold which it has obtained on the idealism of many nations, and of its ability to inspire practical men with faith in its realization.

## HOUSING IN POLAND

Warsaw, Jan. 23rd, 1922.

DEAR FRIEND,—I was very glad to hear that the Conference will take place in March. . . .

In our country the housing question has not improved: they build here in the same way as they did before. Our Government has worked out some statutes for this purpose, but for the economical state of affairs the idea of Howard is realized very little; Zoliborr at the outskirts of Warsaw, the colonies for workmen at Wiocetowek and Stara-chowice, and the newly reconstructed district at Kalisz, are very well planned, but the rent is very heavy, owing to the high prices of labour and material, and the average man cannot pay such rent. For at Kalisz they pay half a million Polish marks for a 4-5 room flat and two million for a shop.

The last few months I am engaged at the Ministry of Labour preparing the propaganda and organization of co-operative housing schemes. As a result of the shortage of houses many people are calling every day and asking me to help them to associate themselves. About forty co-operative societies for housing purposes have established themselves in Warsaw and in the country. In the near future a central co-operative society will be established with the task to be intermediary between the tenants and the central, the state and self-government authorities. This central co-operative society will apply to the municipality of Warsaw for suburban estates, the corresponding status with the right of expropriation of free estates is already in the hands of the committee of the Parliament, which will be carefully planned for residential localities in the environs of Great Warsaw and prepared for construction of houses.

Owing to the slump in trade we have great difficulties with the financial question. I would be very obliged to you, if you could give me some idea to solve this problem. Perhaps the English banks could undertake this business (that is my private proposal). Capital and interest would have a double security: mortgage and guarantee of the Polish Government.

With regard to the financial difficulties a great propaganda is necessary and progress in this way has been made.

I hope to be able to get again, after regrettable interruption, in contact with the International Garden Cities and Town-planning Association.

As soon as the question of Garden Cities takes a more favourable turn in our country I shall not omit to let you know.

I am sure that you will not refuse to advise us kindly of anything that will help us.

I am, yours very truly, W. DOBRJNSKI.



# GARDEN CITIES & TOWN-PLANNING

INCORPORATING · THE · HOUSING · REFORMER

Editors: WILLIAM L. HARE and W. McG. EAGAR

Vol. XII. No. 5

MAY, 1922

## Editorial Comments

**W**E devote a considerable part of this issue to further articles on Building Costs. Our last number contained Monsieur Sellier's article on the question as it has shaped itself in France, and a comparison of his article with those by Mr. Gries (U.S.A.), Mr. A. H. Sweys (Holland) and Colonel Mozley (Great Britain) will be found of great value, as well as of topical interest.

If repetition convinces, it is well to reiterate here that the housing problem in many of its aspects is international. Towards the solution of the problem men of all countries must contribute, and in its solution they must co-operate. It is from this necessity that the International Garden Cities and Town-Planning Association's Conference, held at Welwyn in March, draws its greatest significance. The germination of the seeds sown at Welwyn depends ultimately on the result of the great international Conference now in session at Genoa. If Genoa issues in some measure of disarmament, money and energy will flow to housing, the most clamant social problem of all civilized countries. If—*quod deus avertat*—it results in a darkening of the lines of national cleavage, no nation will be able to ignore the truism that the safety of a nation depends in the last resort on the virility of its people. Bad housing means inefficient workmanship and incomplete patriotism. If the fabric of society rests, as Leplay thought, on the three piers, *Famille, Lieu et Travail*, Folk, Place and Work, the decline and fall of the National Housing Policy which was instituted in this country in 1919 is perhaps best explained by its failure to base itself on anything more permanent than the policies of post-war enthusiasm, and the politics of an industrial boom. For the planning and building of the habitations of men is fundamentally a question not of social reform, but of social construction.

### WANTED, A PHILOSOPHY

Until the Millennium comes, the unit of housing policy cannot be larger than national: it must not be smaller. But behind the policies of the day there must be some philosophy, by which term should be understood not a disposition to bear alien hardships with equanimity and to call economic evils moral blessings, but a theory of why houses are required and why they should be built. When Dr. Addison reigned in Whitehall there were occasional glimmers of a philosophy to be seen behind the insistent demand of the Cabinet for such first-fruits of policy as could be garnered on paper. Now, when Sir Alfred Mond reigns in his stead, the darkness behind the throne is impenetrable.

"Why have prices come down?" asked the Minister in the House of Commons, on March 13th, immediately supplying his own answer: "I said I was not a buyer of houses." We have here an explanation of one welcome truth (though the Minister's predecessor claims at least to share the credit), but the fall in prices bulks very small beside the sinister fact that the Minister of Health and the private builders between them are not building a tithe of the houses required for the health, contentment and decency of our people.

### COMMERCE AND CHARITY

This failure in philosophy is shown even more clearly by another phrase of Sir Alfred Mond's in his speech of March 13th, a speech which was in effect his *Apologia pro officio suo*. "We



## GARDEN CITIES AND TOWN-PLANNING

assumed formerly," he said, "that people would pay for their own houses, that houses were a commercial article, not a charity." It would be hard to find a better example of a false anti-thesis. Some houses have always been charities: some have always been commercial articles. But army administrators who built married quarters in barracks, landowners who enhanced the value of estates by building cottages for their work-people, commercial firms who secured the stability of their labour by building model villages, even men of some wealth who housed their coachmen, chauffeurs or gardeners, would be reluctant to place the houses they built in either category. Houses are primarily a social, secondarily an industrial, necessity. Eighty years ago the State in England first claimed to regulate the *quality* of the houses supplied. Seventy years ago the State first took power to add to the *quantity* of houses supplied. The whole body of housing legislation since the middle of last century constitutes an assertion by the community of its right to regard houses as more than commercial articles, at least as regards those built for its poorer members. Under "charity" Sir Alfred Mond presumably meant to include any houses let at less than an economic rent; but the Cabinet of which he is a member framed their legislation of 1919 expressly to allow houses to be let at less than an economic rent. That the deficiency has swelled beyond all anticipation does not affect the principle.

### PRIVATE ENTERPRISE AND PUBLIC CONTROL

Sir Alfred Mond desires to see the building of houses handed back to private enterprise. How far that is possible under the conditions of the present and of the near future is a question of immense interest. We would draw our readers' attention to the figures given in this number of the Journal (p. 87) of the *average* price of the few tenders approved in the first three months of this year, and ask them to draw their own conclusions.

We hope to return on another occasion to the general question of private enterprise and public control, but for the moment it is of particular importance to touch on another point made by the Minister in his Apologia.

### THE DISCOVERY OF EMPTIES

The speech in question was packed with figures, and yet was prefaced by the confession "I am always sceptical about statistics." By this confession Sir Alfred does himself scant justice as a business man. He no doubt knows how to ensure that the statistics of his business affairs are accurately compiled and intelligently interpreted. As a Minister he should be in no worse position with regard to the statistics which express—more obscurely but not less accurately—social conditions. Yet he committed himself to an attempt to prove mathematically that the people who demand houses do not require them.

The last Census showed that in normal times you had 430,000 empty houses of a working-class kind. . . . That fact has never been taken into account in any of the statistics which I have seen. . . . The remarkable figure of 434,000 empty houses before the war came as a great surprise, I think, to anyone who has been considering this problem. . . .

Never since Mr. Chesterton rediscovered Brighton Pier has there been such a disappointing intellectual landfall! The facts can be put very briefly.

There were, according to the Census Tables, 434,048 empty houses in England and Wales in the year 1911. Something between 200,000 and 300,000 of these were of a "working-class kind." Between 1911 and 1914 many of these were absorbed into occupation. The existence of empties were taken full account of long before Sir Alfred Mond became Minister of Health. Local authorities took them into account before they estimated the need for houses in 1919. Local papers contain evidence that the number of empties, as ascertained at the last Census, was the subject of discussions between local Councillors and officials of the Ministry of Health. *Housing*—the official organ of the Ministry—contained articles in its issues of December 6th, 1920, and March 1st, 1921, which *inter alia* dealt with the question of empties in London.

This tissue of fallacies and errors cannot be regarded as a decent covering for the Minister of Health. He is, perhaps, entitled to much of the credit which he claims for bringing down the cost of building. He has, perhaps, justified his smothering of the National Housing Policy of 1919. Are we to look in vain to him for a new National Housing Policy in 1922?



# London Region

THE pages of this Journal have referred of late to the question of the regional organization of the country, and readers' attention may be directed to the May issue for 1921, which contained an article entitled "A National Housing Policy—II," from which a few sentences are reprinted here :

A region is primarily a tract of country which forms a natural unit determined by physical features. Such features may be a chain of mountains, the valley of a river, or the presence of coal or other minerals beneath the surface. On the other hand, it may be some peculiar quality in the climate which adapts it to a particular industry. . . . If we are right in this, regions already exist wherever civilization has adapted itself to physical features ; they are not waiting to be *invented*, but, perhaps, are waiting to be properly *recognized* and organized. They exist in our own country as everywhere, but we have not taken sufficient notice of their significance ; we have not consciously arranged our industrial life round their nuclei ; nor have we avoided the over-concentration of population. Agricultural regions have been drained almost dry, while mining and manufacturing regions have become silted up with surplus human deposits. Here exactly our housing problem meets us in full force ; it cannot be solved locally nor actually until some serious attention is given to its regional and national aspects.

These lines, perhaps, will prepare the reader for the due consideration of a London Region, the importance of which has come very much to the front in connection with the Royal Commission on Greater London now sitting.

On page 216, in the September, 1921, issue of this Journal, a map was published showing the final conclusions to which we came as to the area of South-East England that should properly be considered as a London Region. The decision was arrived at after careful study of earlier schemes, and although we do not, of course, hold to it in every particular, yet it may be used as the basis of our present thought.

## THE CONTINUOUS URBAN AREA

The London County Council Report presented to the Royal Commission contained a paragraph which was quoted in our Editorial Comment of January, 1922, stating the principle on which the reporters considered the area of Greater London should be determined, namely :

In 1855 . . . the whole continuous urban area

has been included . . . together with such a surrounding belt as was likely to become of an urban character within a short time. That principle should be followed as far as possible. While there is no reason for omitting any part of the continuous urban area it would not be reasonable to ask for the inclusion of any considerable areas which are wholly rural in character (unless they are likely, in the near future to undergo considerable development).

In order to demonstrate what the continuous built-up urban area of London is, we print here a map drawn by Mr. W. R. Davidge, kindly lent by the Editor of the *Observer*, in whose pages it first appeared ; the dark spot in the middle is London of one hundred years ago ; the shaded portion represents the bricks and mortar of the present growth, which, it will be noted, are not "continuous," but include wedges of undeveloped rural and semi-rural land.

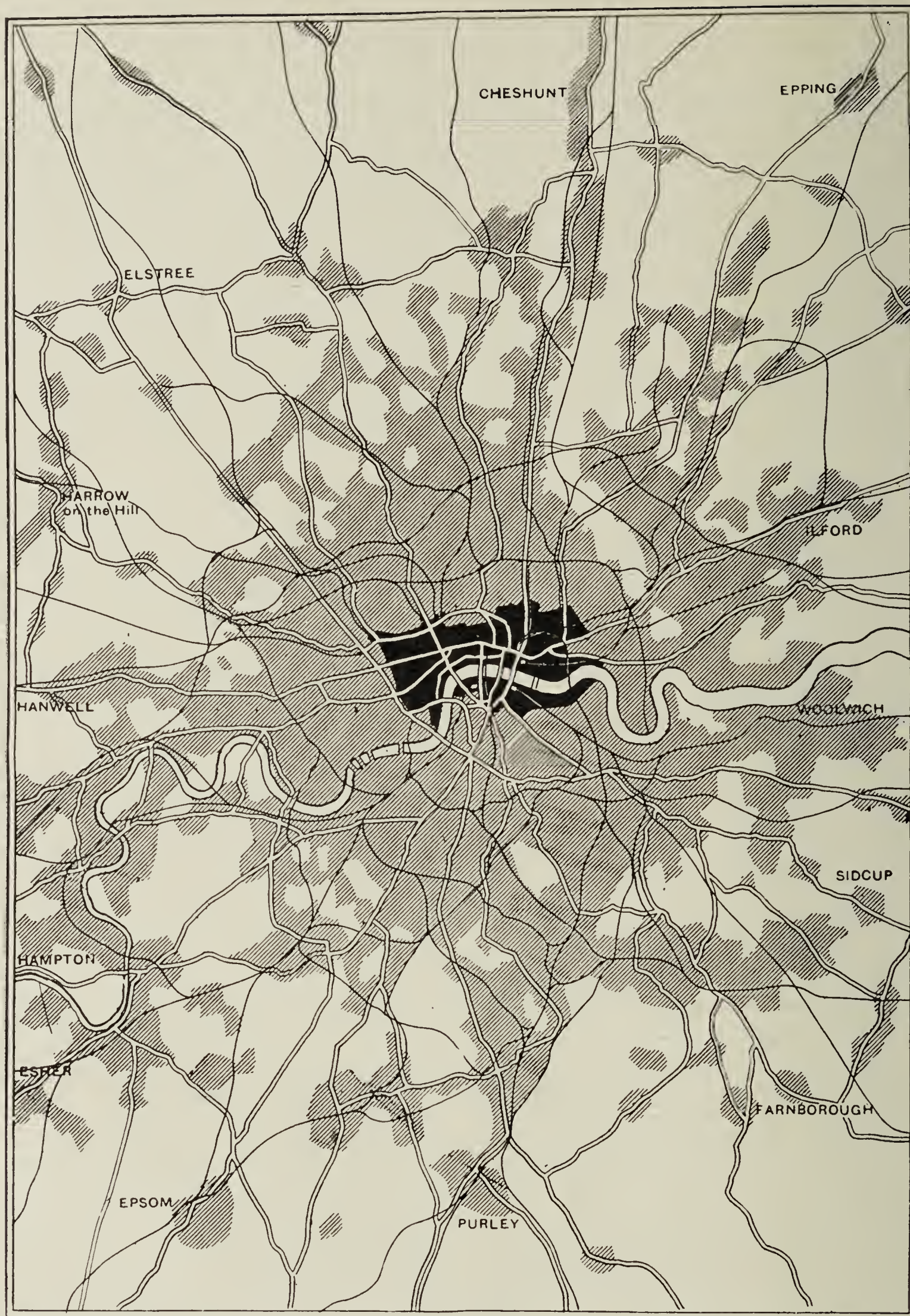
The L.C.C. report contains, in the passage quoted, an ominous reference to the "wholly rural area" which they think ought not to be included in Greater London. This is surely a grievous mistake. The small town-planning authorities cannot reserve a rural belt or rural wedges, because no one of them has control over such areas. A large authority could do so, and certainly would fail in one of its chief duties if it did not do so, when provided with the necessary power. The prospect of filling in these wedges with buildings is truly a terrible one for London.

## ROADS

The questions now being considered have been discussed of late from various points of view. In the year 1918 of the war the Road Transport Board was established by the President of the Board of Trade. A map of the divisions of England published by it shows a London Division substantially agreeing with our "London Region," though including the Chichester area which was allocated to the adjoining region of Wessex. The London Traffic Branch and the Board of Trade had already, in 1913, published a map showing the roads radiating from London in all directions, and specially devoted itself to proposals for new arterial roads to facilitate the transport from London to the other parts of its region. These proposals, together with others by the R.I.B.A., and the Institution of



# GARDEN CITIES AND TOWN-PLANNING



**A.—The built-up area of London, 1922**

*Drawn by W. R. Davidge*

Municipal and County Engineers, were submitted to the Sectional Conferences of the

local authorities concerned and mainly agreed to in principle by them.

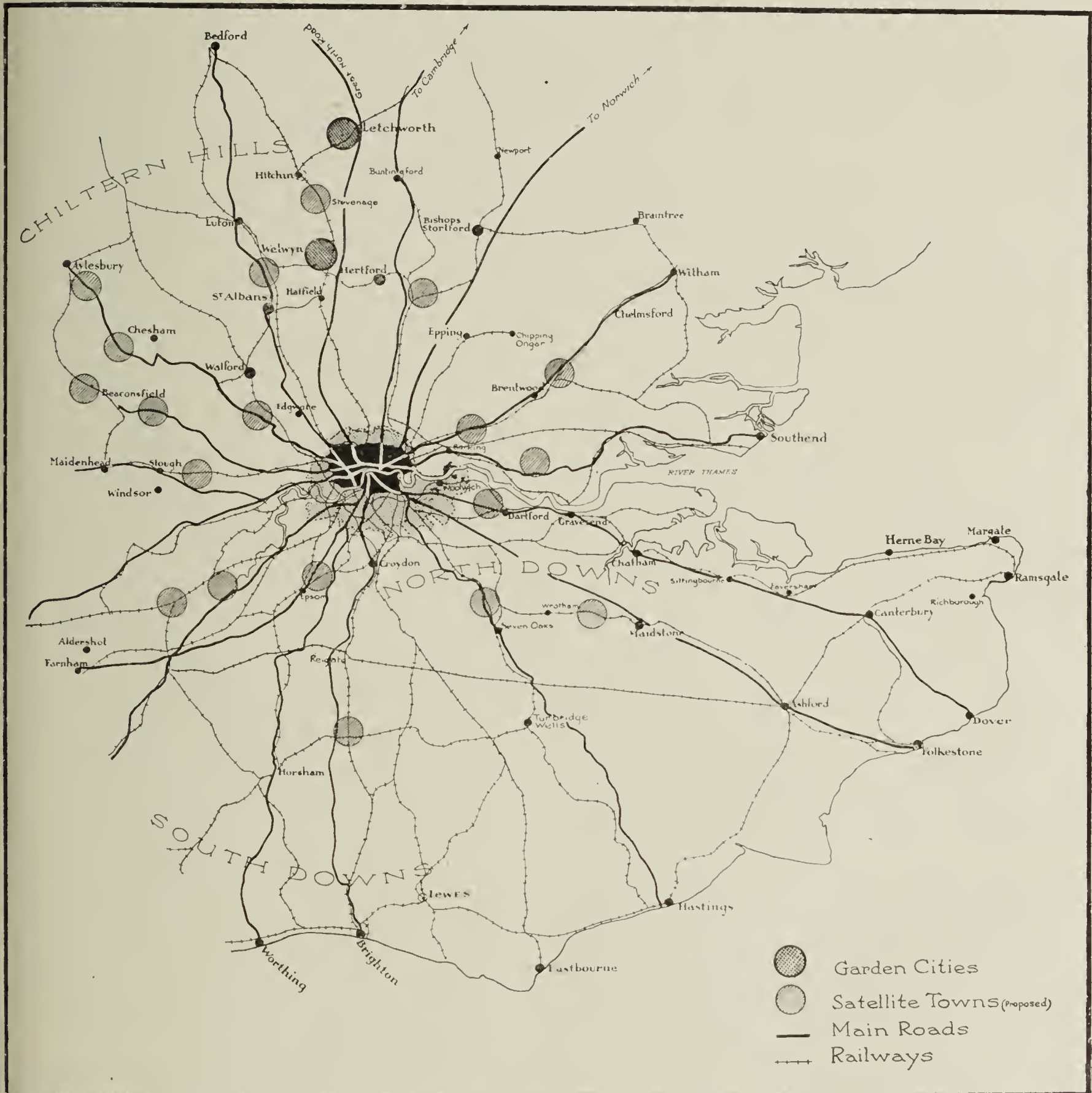


## LONDON REGION

In 1914 the Local Government Board organized sectional conferences ("Arterial Road Conferences") which then considered proposals made by the London Traffic Branch of the Board of Trade; also some made by the London Society, the Institution of Municipal and County Engineers and by local authorities. The proposals agreed upon

by these sectional conferences were submitted to the Road Board who commented on them in their eighth and ninth annual reports.

There are existing main roads from London to Oxford, Bath, Basingstoke, Portsmouth, Worthing, Brighton, Tonbridge, Maidstone, Dover, Colchester, Norwich, Cambridge, the Great North Road, Coventry, Edgware and



B.—Sketch Map of the Home Counties treated as a "London Region," showing the theoretical relationship of satellite towns to London. The dark portion is London a century ago and the tinted part is the L.C.C. area.



# GARDEN CITIES AND TOWN-PLANNING

Harrow. The new radial roads proposed are Eastern and Western Avenues, being an extension of the Marylebone and Euston Roads, east and west, a new Cambridge Road, and a road from Chiswick to Chertsey, requiring two new bridges over the Thames. Finally, a complete circular road of wide diameter and numerous by-passes and local improvements are suggested. Some of these roads are actually being constructed.

Mention should also be made of the elaborate Development Plan of Greater London prepared by the London Society during 1914-18 (on a scale of 3 in. to a mile), which embodied some of the foregoing proposals and added a number of others.

## RAILWAYS

Not only roads, however, are to be considered in relation to transport in the region, but railways are of vital importance. These exist and must be incorporated in the general scheme of transit and transport in the London region. It will be noted that they, like the roads, radiate from the centre in all directions to the periphery of the region, and that very few lines run laterally across it. They, like the roads, connect the chief towns of the London region with London itself, but at the same time disconnect many of the towns from each other.

Except through London, Hertfordshire towns have little or no contact with Essex, whose towns are cut off from Kent by the estuary of the Thames. Kent, Surrey, and Sussex have insufficient lateral connection. On the western side of the region the north and south communication is bad. We need circular and cross-country arterial roads and railways for the region which shall divert the traffic from the centre and intensify the life of the more distant parts.

## REDISTRIBUTION OF INDUSTRY

As has often been stated in these pages, the chief problem of London's future is the redistribution, from its agglomerated area, of population and industry so that it will

relieve the congestion of the great city itself and fill up some of the vacant eligible sites in the outlying districts with efficient factories, comfortable houses and healthy people. This is the basis of the Association's policy for the housing question in general.

## SATELLITE TOWNS

To the foregoing outline we add our well-known plan for the establishment of satellite towns to be placed at suitable spots on the roads and railroads radiating from London. These satellite towns are named Garden Cities for the familiar reasons long advocated by this Association; and we affirm that these towns, either built *de novo* on vacant land or developed from existing villages or small towns in appropriate spots, are the best way of redistributing the life and energy of the London Region. Such a circle of satellite towns some distance from London will tend to give to the outlying portions of the region a much more satisfactory position. The seaport towns of Essex, Kent and Sussex, will receive a new significance, and especially will the seaside health resorts from Herne Bay to Worthing become, much more than in name, "London-by-the-Sea." The accompanying map explains itself and makes it unnecessary to go into details now; for into the question of the final plan for the London Region we cannot, of course, enter here. The subject requires very careful technical consideration and must be grappled by the highest authorities in the land. This sketch is sufficient, however, to indicate to our increasing number of readers, what we believe to be the only adequate solution of the problem that has baffled and troubled so many of us for generations.

The Garden Cities and Town-Planning Association hopes in the near future to lay evidence before the Royal Commission, and an early issue of this Journal will contain a précis of the evidence to be given by Captain R. L. Reiss, the Chairman of the Executive Committee of the Association.

*Our June issue will contain an illustrated article by Mr. Barclay Baron, O.B.E., on "Verona: the Plan of the Roman City."*



# Building Costs

*In view of the importance attaching to the matter we are devoting much space in our present issue to three papers presented to the International Garden Cities and Town-Planning Association, at Welwyn Garden City, on March 16th, 1922.—EDITORS.*

## I. The British National Housing Scheme

By LIEUT.-COLONEL E. N. MOZLEY, D.S.O., R.E. (*retired*).

*Late Housing Commissioner for the South-West of England.*

**W**HAT I have to say on this subject is based on experience burnt into my memory during a Commissionership, which lasted from March, 1919, to September, 1921.

The first tenders for cottages, with parlour and three bedrooms, in my region in the middle of 1919 were about £770. From then till the end of 1920 the price rose to something over £950, and this for houses, the sizes and specifications of which were distinctly inferior to those to which the earlier price applied. Around £950 for parlour and £850 for non-parlour cottages the price remained till February, 1921, when Dr. Addison (the then Minister of Health) by a stroke of the pen lowered the price by something over £150! He did this merely by directing his Commissioners to accept no price above £800 for a parlour house. Confidential though his circular was, it got known pretty quickly by contractors. Within a fortnight of Dr. Addison's decision, builders in all parts of England were tendering for parlour houses at less than £800. In my own region in one urban district identical houses were accepted at £950 late in February, 1921, and were three weeks later tendered for again at £775. Since then the price has continuously fallen to the present day, when it hardly exceeds £500.

Now what was happening all the time that prices were rising? Simply that the British public were vociferously urging on the Government with the cry, "Where are the houses?" The Government in turn pressed their Minister of Health, who pressed his Housing Commissioners and they the local authorities.

Well were the builders of England aware of this. There are few Councils on which they are not represented. What could be expected but a rise of prices from such a demand? And when we remember that the demand for private building work was also high—factories to extend in order to evade Excess Profits Duty; half the houses in the country to repair after a five years' war, and plenty of money "slopping about" for extensions to and decorations of premises—it is a wonder that Council houses were built at all. So lately as September, 1920, only 10 per cent. of the skilled building labour in the country was employed on them.

Materials, too, were scarce, and the great demand for them brought about huge rises of price. Cement was short—much of it going abroad—and seriously impeded the erection of concrete houses. The intentional restriction of output of light castings by their manufacturers is spoken of in severe terms by the Board of Trade's Sub-Committee on Profiteering. The manufacturers of some other building materials are also unfavourably commented upon.

Workmen were below par for some time after the war. Many of the best of them had fallen. Of the others, plenty, and those the more enterprising, had gone to other trades, notably coal-mining. And one and all were, or thought they were, a bit tired after the war, a lassitude which has been observed in other ranks besides those of the building operatives. I am assured to-day by Commissioners and architects that labour has increased its output in the last nine months by 50 to 75 per cent.



## GARDEN CITIES AND TOWN-PLANNING

The uncertainty on the part of building contractors as to what housing jobs would turn out to be like (many of the tendering firms had never engaged on this class of work before) and as to output caused them to add, no doubt, a considerable sum in their tenders as insurance against these risks. This will not occur in future if building remains steady.

Finally, contractors throughout the country learned to put their heads together. They would have been more than human had they done otherwise. It occurred to them that if their services were so badly needed, they must be very valuable. They therefore arranged in the more organized industrial districts minimum prices below which firms in their federations were forbidden to tender. One Commissioner told me that a local Employers' Federation in his region had ordained that no firm was to send in a tender without first submitting it to the Federation's headquarters. Competition does not seem to have functioned very freely in those parts.

To sum up, the Press and the public are largely to blame for the rise of costs. They clamoured all 1919 and 1920 for houses, expecting them to grow up as quickly as the dragons' teeth sown by Jason. They then professed to be surprised because the ordinary laws of supply and demand operated with some severity.

But this paper is intended to furnish ideas as to *future* methods of reduction of building costs. Let me state some general maxims:

1st.—If the supply of an article is constant, the greater the demand the greater the cost. Do not rush the demand.

2nd.—Competition is the soul of industry. If by private or tacit understandings among tendering firms competition vanishes, call in fresh competition to restore healthy conditions.

3rd.—If there is not enough labour to go round give it to works which matter most.

The application of the first rule is obvious. The subsidized Housing Scheme should have been spread over ten years instead of three. Clearances of slums should have been given another ten. This should be done by the Government now. These periods would permit local rises of prices to be checked by imposing local moratoria.

This policy should go hand-in-hand with steady pressure on local authorities, and a resolve to build for them, if they are unwilling or slack.

The second rule has in view the fact that among building contractors combination has largely taken the place of competition and is likely to do so more and more. As an antidote let the Government be prepared to utilize freely the following alternative methods of building:

(a) Direct Labour by Local Authorities. Our experience in the west was that direct labour schemes worked out more cheaply than similar contract houses.

Moreover, it is important to give local authorities, especially the smaller ones, more experience. Their duties are rapidly becoming more extensive and they must get practice.

(b) Building by the Office of Works. Attacks in the House of Commons about a year ago crippled this development, but, for all that, evidence goes to show that the Office of Works is technically and economically efficient. A school of thought which cannot be ignored holds that if the Government in 1919 had undertaken to build the houses themselves (the local authorities deciding as to numbers and sites and being consulted as to plans), the houses would have gone up in far greater numbers.

Broadly speaking, however, the Office of Works would be brought in (1) when local authorities defaulted; (2) to free an authority from a ring of builders. In one town in Wiltshire the builders' tenders averaged £200 more than in neighbouring districts at equal wage-rates, a scandalous state of affairs, which has resulted in not a house being built there to this day.

(c) Building Guilds. It is impossible within the limits of this paper to give an account of these beyond saying that they are an attempt on the part of the workmen to form their



own organizations to contract direct with clients. The housing schemes which the Ministry allowed them to undertake, it is now known, were carried out with full technical skill and more cheaply than similar houses built by contractors, although the Guilds gave full pay both in wet weather and in sickness.

The challenge of the men of the Building Guilds to the nation is: "We'll work far better for our own organizations than for contractors. We refuse to make a profit, but only ask to be paid what the work costs, plus a fixed sum for overhead charges, the total not to exceed a certain maximum. We claim to have proved in practice that we can do what we say cheaply and well. Give us our chance."

It would be wrong to ignore this challenge. If it is a bluff, "call it." If the Guilds were to degenerate, competition from elsewhere would drive them from the field.

The third maxim amounts to this: If, as happened throughout 1919 and 1920, more profitable private work unduly depletes the supply of labour for national necessities, such as working-class housing, let us take our courage into our hands as a nation and stop, where necessary, the private work.

Local authorities will not do this. Local private interests are too strong. It must be done nationally (after local inquiry and consultation). It *would* have been done nationally, had not the House of Lords in 1920 thrown out Dr. Addison's Housing "Miscellaneous Provisions" Bill.

The arguments against the proposal are, firstly, that it would involve bureaucratic interference with trade; secondly, that it hinders employment; thirdly, that it ties labour. But the justification for the course proposed is that the Government Housing Scheme of 1919-20 was hopelessly prejudiced by private competition. Everyone knew it. Until the working-classes are properly housed and slums cleared everything else must give way. *Salus populi suprema lex.*

If this course were taken costs would drop considerably. The competition for labour and for materials would be less and the competition for housing tenders would be more.

A few further technical methods of reducing costs will now be considered.

Much economy can be effected by non-injurious modifications to plans, specifications and quantities. This is a subject on which I will not presume to advise architects, who are familiar with all the possibilities. I may say, however, that when I was Commissioner I divided such modifications into three categories in descending order of advisability:

1. Structural reductions, not involving loss of amenities, e.g., smaller rafters. No one contests that these reductions should be effected down to the safety line. The Ministry's model specifications have therein proved very valuable. With this class of modification may be allied the wiser planning of a cottage, *without* reducing areas of rooms.

2. Aesthetic reductions—elimination of gables, etc. This may have to be done, but can easily be carried too far. Broadly speaking, at least, in the region for which I was responsible, the cottages were reduced, when under review in our office, to the simplest and severest lines, much below the type plans in the *Ministry's Manual* of 1919. It is, therefore, ill-advised of Sir Charles Ruthen, the Director-General of Housing, to accuse architects of being responsible for the failure of the housing schemes. Architects were entirely under the control of the Ministry of Health.

3. Restriction of amenities—size of rooms, elimination of cupboards, etc. There is hardly ever justification for this. It is not really reducing costs and should always be resisted.

The next most important point is standardization. This matter was never really tackled by the Ministry of Health. It is not necessary to standardize design, although a reasonable amount of assimilation may be asked for and was actually obtained soon after the start of the housing programme. But standardization of fittings should have been and still



# GARDEN CITIES AND TOWN-PLANNING

could be taken up by the Central Government and insisted upon. No monotony, but much economy, would have resulted.

A word as to organization. Regional devolution of Ministries is a sane and sensible procedure, and the only one which can expect to cope with immense activities such as housing schemes. The "bottle-neck" of Whitehall can never do this, and there is no clearer indication of the Government's intention almost entirely to stop housing than the closing down of every Regional Commission which is now taking place.

The Commissions were as well liked by officers and councillors of local authorities as it is possible for Government officers to be, and the regional officers got to see the local point of view and to make real friends with local men, a matter of the utmost importance for smooth and efficient running.

If housing, which is now dying, is to be resumed, the Commissions must be restarted. They worked well and should run on the former lines.

The idea that a housing bureaucracy is expensive has no sufficient basis. It can be shown that the cost per house of the whole Government Regional Housing Staff did not exceed three or four pounds. This staff, through its technical review and inspections, reduced the cost of cottages on an average by £15 to £50. The leading case is that of quantity surveyors. The Treasury were absurdly slow and niggardly in providing and paying these men, with the result that we, the representatives of the taxpayer, had to do battle against the builder with entirely inadequate personnel. The builders paid for the best of the profession and got them. The Treasury did not, and therefore got men who, though they worked with praiseworthy energy, had not the experience, and there were so few of them that they could not keep pace with the work, and therefore there was great delay just when prices were rising against us. Our conferences with local federations of builders to arrive at a fair price—a policy inaugurated by the Ministry in November, 1919—were hopelessly prejudiced through our not possessing an adequate or sufficiently experienced staff of surveyors.

Lastly, let the Government attack boldly the rings of manufacturers of building materials, especially those of light-castings (rain-water goods, grates, baths, ranges, coppers), concrete, fire-clay goods, sinks and w.c.'s and bricks. Their own committees have urged this, but nothing has been done. It is high time the nettle was grasped.

## II. Holland

By MR. A. H. SWEYS,

*Architect to the Rotterdam Municipal Housing Department.*

**D**URING the war the Dutch Government and Municipalities tried with great enthusiasm to solve the housing problem. Unfortunately the great building activity came at a time when material and labour were dear, and as the high cost of building made it impossible to obtain economic rents, large subsidies by the Government were necessary. These great efforts, during the past few years, resulted in thousands of houses being erected for workmen and the lower middle classes, but the financial burden grew quickly and threatened to become insupportable. Moreover, although Holland did not participate in the

war, she had to share in the depression which followed. In nearly all branches of industry and commerce the times are very critical for our country, because our high exchange makes competition with foreign countries very difficult. Owing to the unfavourable economic situation the number of houses built in the immediate future will be very much reduced. During 1921, Fl.338,000,000 were granted for housing purposes; for 1922, only Fl.80,000,000 will be reserved for the same purpose. To attain any result this money must be spent with the utmost prudence, and economy must be practised more than ever. The construction of a good and



cheap house is a problem which has occupied many architects, although a satisfactory result has not yet been attained.

I should like to put forward two factors in the reduction of building costs, viz., better organization and new methods of building.

## *REDUCTION OF BUILDING COSTS BY BETTER ORGANIZATION*

In former years house-building was generally carried out in small groups. The contractor was almost always a man of moderate knowledge of technique and organization. Perhaps he was competent at his task when building on this small scale, but building having developed to such an extent in the last few years, it was necessary to put it under more capable management. Since 1912 the size of the groups increased, in most cases, up to 100 or 200 dwellings. This encouraged larger contractors to build houses, and they brought fresh blood and new methods into the building profession. With supervision by capable men and due attention to organization the results obtainable are :

1. Efficient distribution of labour, enabling the skilled and better paid workmen to develop their full capabilities. Unskilled labour can be employed wherever skilled labour is not strictly necessary.
2. Supply and use of material can be arranged in such a manner that work continues without delay ; no stoppage of work need occur through lack of building materials. The large contractors have the advantage of their own means of transport and enough capital at their disposal to buy all materials wanted in due time.
3. Better organization can be reached by the use of electric or steam power in large works for transport in horizontal and vertical directions. In view of the high wages now paid in Holland, it is almost certain this must lead to reduction of costs. Large contractors in contrast to their smaller colleagues will not object to investing some capital in tools and machinery.

It is very difficult to calculate the reduction in costs so brought about, owing to the want of reliable data, but that the reduction must be of importance is obvious and cannot be denied.

## *REDUCTION OF BUILDING COSTS BY NEW METHODS OF BUILDING*

The last few years have seen many inventions. The number of inventors has been almost innumerable, but " many are called, but few are chosen." Many of the new systems aim at reduction of cost in a manner that suggests that the essential quality of solidity has been more or less forgotten. A few systems will be mentioned here which have been put into practice in Holland and, as regards solidity, may be compared with brickwork.

In Rotterdam 238 concrete dwellings on the Kossel system, and 93 concreted dwellings on the Isola system, are in course of construction.

The Kossel system walls, 26 cms. thick, are made by pouring liquid concrete between wooden frames. The concrete is a cheap mixture consisting of granulated cinders, breeze-gravel, and cinders from the municipal incinerators. Floors (and roofs where flat) are in reinforced concrete. The walls thus constructed give a good insulation against heat in summer and cold in winter. They can be improved by giving them a good plastering on the outside to make them impervious to water.

The Isola building system uses walls with an air cavity of 5 cms. The double wall is erected in concrete blocks of  $50 \times 25 \times 10$  cms.; the whole wall is 25 cms. thick. The blocks in the outside wall are in concrete of a strong cement mixture, the blocks of the inside wall are in cinder-concrete (1-10). The interiors of the walls are absolutely dry when finished, and the rooms may be furnished at once. There is no objection to the dwelling being occupied immediately after the house is finished.

Are these systems economical? The answer to this question is made difficult by the fact that contracts for concrete houses were made at a time when materials and labour were very high. The costs of building were Fl.6,000 to Fl.7,000 per house, containing one living-room, kitchen and three bedrooms, which works out at Fl.28 per cubic metre.\* Brick construction would have been at that time about the same price. Tenders

\* The cubic capacity of a house with flat foundations is calculated as follows : The capacity of the foundations counts full, also the capacity of the roof, except where no bedrooms are constructed in it, when only two-thirds of its capacity counts. Balconies and verandahs are included for half of their capacity.





**Houses at Bussum, Holland**

*By K. P. C. de Bazel*

*Built 1917-8. Number of Dwellings, 138. Cost of Construction, Fl.694,000. Rent per week, Fl.2.70 to Fl.5.50.*

during the last few months for building in concrete blocks show a considerable decrease, and the costs should not be higher now than Fl.17.50 to Fl.19. Brick construction also is cheaper now, although generally not below Fl.20 per cubic metre. Concrete building should therefore be more economical.

The advantage of building in concrete blocks is that only 25 per cent. of skilled labour is required. All the masonry can be executed by unskilled workmen.

The system of Mr. Greve, City Architect of the Hague, is very interesting. He constructs houses of which the walls, floors and roof are all made of a concrete mixture of 1 cement, 10 cinders (particles 1.5 to 2 cms. diameter). This concrete is very porous, with about 50 per cent. holes. The outer walls are 28 cms. thick and it appears that rain will not penetrate. Standardized shutterings are used.

The cinders from the municipal incinerators being a material that can be obtained very cheaply in the towns, and the use of standardized shutterings being so simple that almost only unskilled labour is

needed, this system when applied on a scale that is not too small must be more economical than brick. Forty-two of these houses are in course of construction at the Hague. The saving in costs, as compared with brick construction, is estimated at 10 per cent.

The Dorlanco system is proposed to be given a trial—the price of German steel being very low. A steel frame is covered on the outside with expanded metal, which is plastered with a concrete-mortar; on the inside of the frame the inner walls are erected in cinder-concrete blocks or slabs of breeze concrete. Usually the wages paid in the building trade come to 40 per cent. to 50 per cent. of the total building costs, but it is estimated that by the Dorlanco system 20-25 per cent. will be sufficient, which is possible, owing to the speed of construction. A concern founded in Holland for this purpose offers to build these houses (1 living-room, kitchen, 2-3 bedrooms) at prices from Fl.3,000 to Fl.4,000 per house. This means a very notable saving of money compared with other methods, and is a good step towards being able to let at economic rents.



## III. The United States

By JOHN M. GRIES,

*Chief of Division of Building and Housing, Bureau of Standards, United States Department of Commerce.*

THE cost of building in the United States reached its peak in the spring of 1920 and declined steadily until August, 1921. The building material price index, using 1913 as 100, rose to 310 in March, 1920, and went down to 156 by August, 1921. Wages in the building trades are now relatively a little higher than materials, but the efficiency of building labour, which was low in 1920, is about up to pre-war standards.

The shortage in homes is estimated to be one million, and has been severe enough to keep public interest aroused. Sentiment is strongly against Government home building or a direct subsidy to builders, although New York and other states permit municipalities to exempt new dwellings from local taxation for a number of years, and Government loans to home builders have been urged.

The public is convinced that to meet the shortage and ensure decent living conditions there must be a further reduction in building costs. The problem has been attacked by local committees, chambers of commerce, trade associations, civic societies, local authorities and the State and Federal Governments.

Local rings or combinations have served as one target. These combinations in their worst form have involved trade union officials, employers, and material dealers, who in some instances have united to mulct the public. Conditions in New York were investigated by a committee of the State Legislature and by the United States Department of Justice and have led to convictions with imprisonments and fines.

In Philadelphia and many other cities successful efforts have been made to reduce costs by informal conferences, sponsored by local associations.

The shortage of money to finance new construction has resulted in exorbitant rates of interest, but conditions are easier of late, and a more generous loaning policy followed by

certain large insurance companies has given some relief. The Committee on Elimination of Waste in Industry, appointed by Herbert Hoover, as head of the Federated American Engineering Societies, has called attention to loss through seasonal unemployment, which often amounts to over one-third of a worker's available time, and suggested economies possible through better individual management of building operations. A number of national professional and trade associations are working on schemes to avoid these losses.

The American Institute of Architects is making better houses available at less cost through the Small House Service Bureau which furnishes complete architectural service at a nominal fee.

Under Secretary Hoover's direction the United States Department of Commerce is carrying on important work. It is engaged in testing the properties of building materials, and is studying the three hundred and more sets of building by-laws in American cities, which vary widely in such elemental matters as wall thickness, requirements for plumbing systems and the like. The Department of Commerce is also co-operating with the industry in bringing about standardization and elimination of variety in building materials. For instance, the several hundred sizes of window frames can be reduced without hardship and with great saving in manufacture and distribution.

Under Secretary Hoover a committee is recommending the adoption of proper zoning by-laws as an aid in protecting the home owner's equity.

Perhaps the greatest single factor in achieving real reduction in the cost of houses is the growing realization by the different groups in the construction industry that they have common interests and must unite to eliminate unfair and wasteful practices which tax their common product.



# Progress at Letchworth and Welwyn

WE have much pleasure in reprinting here some portions of an article appearing in the *Letchworth Citizen* of March 31st:

We well remember in the early days of the year 1919, the doleful critics prophesying empty houses and a deserted city when our friends the Belgians departed. Instead, however, of empty houses, the demand for new dwellings was very soon apparent. Our City Fathers, with commendable promptness, proceeded to build houses under the Government schemes, and by energetic measures obtained building materials for Letchworth at a period when the supply was far short of the demand throughout the country.

The results of their efforts are now to be seen on the Baldock Road, at Pixmore Way, and on the West View site off Spring Road. Up to the present time the Urban Council has erected 350 out of its scheme of 707 new houses, and of these 350 are occupied, and the complete 707 alone will be sufficient to accommodate 3,000 people, or 50 per cent. more than the population of a small town the size of Baldock. In addition to the Government housing schemes, 33 new houses have been erected during this period by private enterprise.

Most encouraging progress has also been made on the industrial side. The Spirella Co. has added a new wing to its factory; the Phoenix Motor Co. has added very extensively to its works; Messrs. Heatly-Gresham have also made additions; and several other smaller works have increased in size. The British Tabulating Machine Co. moved away from London and built its new works in Icknield Way. The Marmet Baby Carriage Syndicate has also built extensive premises near the railway station—and several smaller factories have been built.

With this rapid development, the need for new shops has become apparent, and to meet the demand schemes have been prepared for ten shops in Station Road adjoining the station, an arcade consisting of fifteen small shops and fourteen larger shops on the triangle site between Leys Avenue and Station Road. Smaller shops are also being provided at the foot of Station Road.

The Co-operative Society is now building four additional shops in Eastcheap, divided into a number of departments, and an assembly hall is also being provided for the Society.

When all these shopping schemes are completed, we believe the shopping facilities will be better in Letchworth than in any other town in this locality, and in consequence people will be drawn to Letchworth from the towns and villages around to do their shopping.

The London Joint City and Midland Bank is now building extensive premises in one of the most prominent positions in the town, and this alone speaks volumes for the faith this important bank places in the future of Letchworth.

The following figures show clearly the number of buildings erected and in course of erection since the war: Urban Council houses, 707; Rural Council

houses, 12; private houses, 33; shops, 17; public buildings, 5; factories and workshops, 13; making a total of 787.

Also, there is considerable progress to report at Welwyn Garden City:

## PARISH MEETING

The first Annual Parish Meeting for the Parish of Welwyn Garden City was held on March 13th, Mr. F. Adams being in the Chair. All the retiring Councillors, six in number, who had held office since the formation of the new Parish in October last, were re-elected, their names being Mrs. A. M. Drover, Sir Theodore Chambers, K.B.E., Mr. W. C. Horn, Mr. Ebenezer Howard, Mr. A. J. Squire and Mr. H. E. Stevens.

At a Special Parish Meeting following the above, resolutions were passed adopting the lighting provisions of the Lighting and Watching Act, the Baths and Wash-houses Acts, and the Burial Acts. These have since been confirmed, and schemes are under consideration for the provision of a Burial Ground and for street lighting. Temporary lighting has been undertaken during the past winter by the Garden City Company.

## "DAILY MAIL" VILLAGE EXHIBITION

The holding of this Exhibition at Welwyn Garden City attracted a good many visitors during March, despite the cold weather. The opening ceremony was performed by Earl Haig, and at the luncheon in his honour in the Welwyn Stores Annex very definite support of the Garden City movement was given in speeches by Dr. Macnamara (Minister of Labour), Sir Andrew Caird (Director of Associated Newspapers Ltd.), Viscount Hampden (Lord Lieutenant of Hertfordshire) and Major-General Sir Frederick Maurice.

## WELWYN STORES ANNEX

The opening of the Welwyn Stores Annex, a spacious building adjoining the departmental stores, has given Welwyn Garden City a useful centre for entertainments and meetings pending the provision of a public hall. The building was erected by Welwyn Builders and Joiners Ltd. (the Works Department of Welwyn Garden City Ltd.), in less than a month. The type of construction is a new one consisting of oak stanchions, chalk and cement blocks and Belfast truss roofing, a system combining rapidity of erection with economy and strength.

## FORMATION OF HEALTH COUNCIL

At a well-attended public meeting following the Parish Meeting on March 13th, it was unanimously resolved to form a Health Council to deal with all matters affecting the health of Welwyn Garden City and in particular to develop as far as possible the principle of communal co-operation in the prevention and treatment of diseases. The Council consists of representatives of the Parish Council, Welwyn Garden City Ltd., the tenant-members of the Public Utility Societies, the New Town Trust, the New Town Agricultural Guild, the local Trade



Unions, and other bodies in the new town. At the first meeting of the Council sub-committees were formed to consider the establishment of a first-aid service and of an infant welfare centre. The Garden City Company has arranged to consult the Health Council before granting permission to any medical practitioner to display a plate and establish a practice.

## FIFTY HOUSES FOR WELWYN RURAL DISTRICT COUNCIL

The scheme for the erection of fifty houses at Welwyn Garden City has now been finally approved by the Ministry of Health, and the work of construction has commenced. The successful tender was that of the Unit Construction Co., the price being an average of £515 per house.

## COUNTY COUNCIL SCHOOL

The Board of Education have approved the scheme and plans for the first County School at Welwyn Garden City.

## MINER'S COTTAGE

The miner's cottage (one of the most interesting exhibits at the Ideal Home Exhibition at Olympia this year) has been removed to Welwyn Garden City, where it will be erected in a prominent central position as a horrible example of what housing ought not to be. The cottage, which is a type of many thousands which still exist in Lanarkshire, has only one room, and that a small one, with two bed recesses on one side which are the whole sleeping accommodation for the family.

## ELECTRICITY SUB-STATION

The erection of a new 20,000 volt transformer at the Welwyn Garden City Sub-station has been completed and the Sub-station is now equipped to give an ample supply of current for manufacturing and all other purposes.

## PUBLIC WORKS LOAN BOARD LOAN

The first loan to Welwyn Garden City Ltd. as an Authorized Association under the Housing Act, 1921, was made on April 20th, the amount of the loan being £117,000. The loan is in respect of development work which has already been completed, and further loans are being applied for as additional development is undertaken.

## PURE MILK AT WELWYN

A report of bacteriological examination of Grade A (Certified) milk, produced by New Town Agricultural Guild Ltd., is as follows: No. of sample, 179; age of sample on arrival, 19 hours; *number of bacteria per cubic centimeter*, 700.

Presence of bacillus coli in 1/10 c.c. (in each of two tubes): (1) nil, 4 days; (2) nil, 4 days; nil in 1 c.c.

*Note.*—In order to obtain the Grade A (Certified) Milk Licence from the Ministry of Health, the number of bacteria per cubic centimeter must be less than 30,000. The number in the New Town Agricultural Guild sample, as shown above, is 700. Samples of ordinary milk sold in London during the winter of 1920-21 gave the following results: (1) Number of bacteria per cubic centimeter, 11,550,000; (2) 9,820,000; (3) 9,770,000; (4) 1,936,000.

# Notes and News

## PROGRESS OF THE NATIONAL HOUSING SCHEME

We are informed by the Ministry of Health that the position of building under the National Housing Scheme (Local Authorities and Public Utility Societies) was on April 7th as follows:

|                         |                |         |
|-------------------------|----------------|---------|
| Tenders approved for    | 165,564 houses | 165,739 |
| Contracts signed for... | 160,910        | 160,165 |
| Houses commenced ...    | 152,933        | 148,969 |
| Houses finished ...     | 100,516        |         |

The figures in the right-hand column are those showing the position on March 3rd, as published in the April number of this Journal.

It will be observed that there was a fall in the total number of tenders approved, a rise of approximately 750 in contracts signed, and approximately 4,000 in houses commenced. Figures of houses finished were not available last month, and the last published figures are those of February 1st, when they amounted to 85,155.

*Public Utility Societies.*—Included in the figures given above are the houses being built by Public Utility Societies, namely:

|                      |              |
|----------------------|--------------|
| Tenders approved for | 4,394 houses |
| Houses commenced     | 4,210        |
| Houses finished ...  | 3,608        |

*Tenders Approved.*—In the four weeks ending April 7th, tenders were approved for 853 houses. The fall in the total of tenders approved is explained by the subtraction from the total of approximately 1,000 houses which were previously included, but which were in fact extensions of previous contracts.

*Further Houses Authorized.*—The Ministry of Health have authorized authorities to obtain tenders for a further 7,979 houses.

*Dwellings Provided by Conversion of Army Huts, Hostels, etc.*—2,928 dwellings have been thus provided. It should be noted that the dwellings provided in London by the conversion of existing houses into flats are included in the total given in the first paragraph of these notes.

*Grant Under Additional Powers Act.*—On March 31st, Certificate A had been issued for 42,114 houses (net). The number of houses actually completed in respect of which a grant had been paid was 29,443. The amount actually paid in grants was £7,069,193.

*Cost of Houses.*—The average price of houses in approved tenders is shown in the following table:

|              | A    | B    |
|--------------|------|------|
| January ...  | £495 | £560 |
| February ... | 493  | 524  |
| March ...    | 428  | 514  |



## GARDEN CITIES AND TOWN-PLANNING

It should be noted that the figures for the latest months are liable to alteration, as certain details are not yet available, but they may be regarded as substantially correct. In basing calculations as to the economic rent on these houses, it should be borne in mind that this figure does not include cost of land or of street and sewer works.

The following approvals have been made public:

|                    |     |     |     |      |
|--------------------|-----|-----|-----|------|
| Brighton           | ... | ... | ... | £400 |
| Risca              | ... | ... | ... | 388  |
| Chesterfield       | ... | ... | ... | 391  |
| Carlton            | ... | ... | ... | 421  |
| Old Fletton        | ... | ... | ... | 424  |
| Grimsby and Golcar | ... | ... | ... | 449  |

At Nuneaton the Borough Council has accepted a tender for 24 A type houses at £385 5s. each. Details of the type of houses in other approvals are not available.

### REGIONAL TOWN-PLANNING

Further progress has been made in recent months in the matter of regional town-planning. A Joint Advisory Committee has been definitely formed for Mansfield and District, including seven authorities, and it is understood that Southwell R.D.C., which lies on the east of Mansfield Borough and in whose area considerable colliery developments are anticipated, is also likely to join.

Separate committees have been formed for north and south Tyneside. The former includes fourteen authorities and covers an area of over 137,000 acres, running all along the north bank of the Tyne from Newburn to the sea, and up the coast as far as Blyth. The South Tyneside Committee comprises seven authorities, from Blaydon to Jarrow inclusive, along the south bank of the Tyne and including the large rural district of South Shields. The borough of South Shields declined to join this committee on the ground that they were more directly concerned, from the town-planning point of view, with Sunderland and other authorities to the south of them than with those to the west, and the question is therefore being considered of forming another group of the authorities on the Durham coast, through whose areas an important new road is projected.

A meeting between the north and south Tyneside committees is to be held on May 4th to consider the question of joint action in certain respects. Such joint action, especially if a South Shields and Sunderland group also co-operate, is a matter of immense importance to the development of all this great industrial region.

A move is also being made on the west coast, a conference of all the authorities in the Wirral Peninsula having been arranged for the end of April, to consider the advisability of forming a joint committee for that region.

The formation of joint committees in Greater London has been rather hanging fire. The West Middlesex Committee has been duly formed, but decided at its first meeting to invite all the authori-

ties in the Thames Valley to join them, and deferred any further action until replies from these authorities had been received. A meeting will be held the first week in May, when this matter will presumably be settled.

A conference was held at Croydon in February to consider the question of forming a joint Committee for North-east Surrey, but the proposal was not approved. Since the Conference, however, several of the authorities have passed resolutions in favour of establishing a joint committee, and it is likely that one will be formed of rather smaller size than that originally projected.

On March 6th a conference of local authorities was held at Canterbury, when it was unanimously agreed to set up a joint town-planning committee for the Kent coalfield.

It is interesting to note that the Manchester and South Tees-side Committees have been instrumental in settling the lines of arterial roads traversing the districts of several local authorities, and that these roads are now being constructed as work for the relief of unemployment.

### RICHMOND

An interesting footnote to the article on Richmond contained in the March issue of this Journal is provided by the action of the Richmond Town Council at their meeting in March in refusing to include in their town-planning scheme provision for the arterial road, the construction of a section of which has already been put in hand at Chiswick. The opposition to this road appears to be based mainly on the harm which may be done to Richmond's main shopping centre, George Street, by the diversion of the traffic which at present passes through it, and it will be interesting to observe the development of the discussion between the trading interests in George Street and those who consider that a wider view should be taken of the traffic requirements of the district as a whole. It appears from comments in the local press that traffic congestion in George Street has already reached such a point that business there is harmed rather than benefited.

### A TOUR IN ITALY

Readers will remember that the tour in Italy which was to have been arranged for last year had to be postponed for various reasons; it has now been definitely fixed for September, 1922, and will embrace a stay at Rome in order to enable visitors to attend the International Housing Congress to be held at Rome from September 21st to the 26th.

Full particulars of the tour, including the places to be visited before and after the Rome Congress, will be published in our next issue, together with information as to its cost. For the present it will be sufficient to notify our readers and those who desire to participate in this fine opportunity that the party will probably leave London on September 14th, and return on October 1st, 1922.



# GARDEN CITIES & TOWN-PLANNING

INCORPORATING · THE · HOUSING · REFORMER

*Editors:* WILLIAM L. HARE and W. McG. EAGAR

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## Editorial Comments

### *THE IMPORTANCE OF THE MAN IN THE STREET*

**T**HE future of the town-planning movement—which is full of hope—depends upon the man in the street. He, at last, is formulating some sort of opinion on town-planning; he knows now that it is not a political dodge, nor an æsthetic fad, but a practical proposition, which will pay dividends, partly in human happiness—the possibility of which always interests him—and partly in hard-cash rebates on rates and taxes—the necessity of which comes second only to that of personal liberty as his most deeply-rooted conviction. In spite of all the discouragements of this post-war period, he is advancing rapidly on a line of thought which might be termed “the road to Letchworth.” Foreign travel—the Kaiser became in 1914 the greatest tourist agent in history—taught him that civilization can express itself in terms other than town agglomerations; the talk of reconstruction made him conscious that there was much to reconstruct; his very disappointments have made him realize that, if reconstruction be so difficult, fresh construction must be regulated to prevent any early necessity of its being done all over again. He, the man in the street, the ordinary man, who hopes never to sink below the level of a regular weekly wage, and expects to rise to nothing higher than the level of the O.B.E., is the ultimate factor of all progress. Too long he has been an indifferent man in an ugly street. When he ceases to be indifferent, the making of new ugly streets will cease, and with the ugly street will pass many ugly homes, and much that is ugly in life.

### *VICTORIAN SOCIOLOGY AND GEORGIAN CIVICS*

Sir James Barrie, with gentle irony still fresh in our ears, has warned us against speaking ill of the Victorian age. The Dean of St. Paul's has more brutally attacked our twentieth century complacency by bidding us compare the portraits of nineteenth-century notabilities with those of the eminent men of this generation. The comparison is unkind. Our notabilities are by outward signs a feeble folk. But an age is to be judged rather by the standard of life which it makes possible for ordinary men, and by this test (by leave of the Rector of St. Andrews University) the Victorian age failed. It produced its great men, but it made it hard for the age which was to follow it to produce men of normal stature. In the Victorian age learned men were interested in the reaction of industry on life. In a welter of statistics, analyses and diagrams, the science of Sociology, barbarously so called, was born. From this has sprung a new and more practical science, that of Civics, which is concerned not with how men, as they are compelled to be, react to life as it is, but with how life, as it is, can be adapted to men as they are capable of being. Civics is the science of city-civilization. Its object is to produce good citizenship. Good citizenship is dependent on a good city, and no good city has been, or ever can be, created by the blind play of economic forces. Unguided and uncontrolled, these forces deprive human life of half its values, and ultimately destroy their own strength. Town-planning aims directly at turning these forces into channels, which are at once effective and conservative, and is thus the physical basis of the science of civics. As such it must be the concern not only of architects and landscape gardeners, of engineers and officials, but of



## GARDEN CITIES AND TOWN-PLANNING

employers of labour, who know that efficient labour pays, of politicians—we use the word in the best sense—who know that a democracy, which constantly demands to have its attention distracted from its material environment, is dangerous, and of all that army of workers who spend their lives in the Sisyphean task of inventing and administering social preventatives, palliatives and sedatives. In all classes supermen are rare: it rests with the ordinary man of each class, the normally honest, reasonably capable and passably far-seeing employer, thinker and worker to carry town-planning through the next stage, from a practical proposition to a method at work.

### TOWN-PLANNING AND THE SETTLEMENTS MOVEMENT

Of the classes of people mentioned above, there are two in particular who have not yet thrown their full weight into the town-planning movement. They are the employers of labour, and those who are somewhat unfortunately termed “social workers.” As regards the former, steady propaganda has been going on, which is effective mainly so far as it is carried out by those who are themselves employers of labour, and able, therefore, to speak with peculiar conviction. The latter have perhaps been somewhat neglected.

In July of this year there will be held in London yet another International Conference, this time of Settlement workers from many countries in Europe and the United States. There is an interesting philosophical connection between the Settlement idea and that for which the Garden Cities and Town-Planning Association stands. Both arose, partly at any rate, as a protest against existing conditions, and in particular, against the assumption that the surroundings of industry must of necessity be squalid. That squalor leads to mental and moral degradation passed from the stage of truth to truism in the last quarter of the nineteenth century, and its acceptance was marked by the rise of the Settlement movement. The truth is not yet generally accepted that squalor, so far from being the inevitable environment of industry, does in fact impede industry, that it is incompatible with industrial efficiency, because the maintenance of the human machine is the first charge on industry, its final responsibility and the constant condition of its successful working. To force this truth into the public consciousness is one of the most important functions of the Garden Cities and Town-Planning Association, and we hope that when the Settlement workers from various countries of the world are gathered together in London this July, they will consider the policy of securing better living conditions and greater efficiency in industry, which the garden city and town-planning idea makes possible, as an inevitable constructive corollary to their own work.

### THE ROYAL COMMISSION ON LONDON GOVERNMENT

Our peptonized daily press is giving the public singularly little information of the progress of the Royal Commission on London Government. The third volume of its Minutes of Evidence has now been published, bringing the report of its proceedings to the thirteenth day and the 5,480th question. Members of the Association will find the Evidence in the Library at 3, Gray's Inn Place, and it may be of interest to state that so far it includes that of the Legal Department of the Ministry of Health, the London County Council, the County Councils of Hertfordshire, Surrey, Essex and Kent, and the County Borough of Croydon. Of particular interest to us is the opinion, which is apparently held by all who seriously consider the problems of Greater London Government, and which is put most concisely by the Hertfordshire County Council in the following paragraph:

The Herts County Council are of opinion that the questions of traffic, town-planning, garden cities and houses are inextricably interwoven and should be dealt with by one and the same Joint Committee, and to be dealt with efficiently requires a much greater area than could be governed by any individual local authority.

To the implications of this view we hope to return in an early number of this Journal. For the present we would add merely an extract from question 3,051 addressed to Sir Charles Longmore:

Would you also argue that the area over which the traffic authority could work with any advantage and efficiency would be so great that it would be greater than any area that could be contemplated as the area of an elected body?—That is what I venture to think. *I think it should consist of the Home Counties at least.*

The italics, to use the hackneyed phrase, are our own. The opinion, so far as it deals with the unit of planning and thinking, has long been that of the Association.



# Verona : The Plan of the Roman City

By BARCLAY BARON, O.B.E.

THE situation of Verona, unrivalled for strength as for natural beauty among the cities of Northern Italy, has been celebrated not only by its own citizens but by a succession of travellers from the days of its early greatness to our own. If Virgil found its river "delightful," Nicolo Machiavelli seized upon the strategic importance of the place with an admirable economy of words. Among our own countrymen John Evelyn, as he saw it in 1646, was moved to write: "In my opinion the situation is the most delightful I ever saw: it is so sweetly mixed with rising ground and vallies, so elegantly planted with trees on which Bacchus seems riding as it were in



View of Verona

triumph every autumn, for the vines reach from tree to tree; here, of all places I have seen, in Italy, would I fix my residence."

At least it is true to say that the maps of few old cities, as they exist to-day, record so decipherably the stages of their development, from the impulse which first led forgotten men to found them up to the age of railways, electric trams and modern gunnery. The object of the following notes, fragmentary as, for reasons of space, they must remain, is only to read the town-plan of Verona in terms of its long and changeable life-story.

More than anything else, however, as in the case of London though in a different way, Verona was made by its river. The Adige rushes, swift and for the most part impassable, from the heights of Tirol, dividing the Trentino, issuing between the rocky walls of

the "Chiusa" (where twice Napoleon fought) into the valley which gives Verona its red wine, and as it touches the walls of the city still keeps its character of an Alpine stream of grey-green tumultuous water, not easily held in bounds. Here it describes a great S, sharp as the Thames at Greenwich and Blackwall, in the fold of which and on the hill above it the city lies. How it came to lie there is the history both of its obscure beginning and of its first age of greatness.

Pre-Roman Verona has left no chronicle. It was first planted, they say, by the Rhætian and Euganean mountaineers; some have attempted to see among its stones traces of mysterious Etruscan civilization. At all events it is not impossible to picture the situation of its first inhabitants. Aboriginal tribes, driven by lack of food from the dense forest which then clothed the southern spurs of the Alps, would descend to the valley of the Adige. They would find themselves confronted by an unfordable river across which, from the heights where the Castel S. Pietro now stands, they would survey the vast plain of the Adige and the Po, shining with swamps (as it still remains round Mantua to-day)—their unattainable promised land. On these commanding slopes we must suppose the first huts to have been built.

The next stage joins hands with written history. In the second of five great invasions of Italy by northern tribes from Gaul, the Celtic *Cenomani* settled in Brixia (Brescia) and Verona. Overwhelming the first primitive colonists, they not only held the hillside but effected the crossing of the dangerous stream and occupied the higher patches of the acute angle of land on the right bank. They were virtually on a triangular island, for a network of streams took short cuts across the base of this bent bow of river. Here the Roman legionaries found them—holding a deep pocket, entrenched behind the swamps of the plain and, like as not, some rough palisade which they had reared: their backs were to the rushing water of the main stream and the hills upon the further side.

It was not until the Roman power had faced the dreadful menace of the Gauls for



If Verona, commanding the mouth of the valley which opens on to the rich Lombard Plain from the Brenner, easiest of the Alpine passes, is both a natural fortress and gate for commerce, the Romans were quick to use it in both capacities. The ancient stronghold of the earliest tribesmen and of the Cenomani became the citadel—the *Arx*, perhaps even a true *Capitolium* with great buildings. It watched over the rising city across the river (though right into the Middle Ages it was not held to be part of it), and it stood guard over the eastern end of the province of *Gallia Transpadana* and the western approach to that of *Venetia*, on the borders of which it stood. Moreover, immediately at its foot the ends of three great imperial roads met, as it were in a knot, and the white dust of them rose round the marching soldier and the



# VERONA: THE PLAN OF THE ROMAN CITY



The Arena (Exterior)

trader's pack-horse alike. From the west the *Via Aemilia* connected (as, roughly, the main line of the railway does to-day) Turin, Milan, Brescia with Verona; whence, under the name of the *Via Postumia*, it ran eastwards by Vicenza and Treviso to Aquileia (for neither Venice nor its lagoon were yet in existence) on the Gulf of Trieste. From the south came the *Via Claudia Augusta* which passed through Verona, as the major axis of the city, crossed the Adige by a bridge, and ran parallel up the stream through Trent (*Tridentum*) and away over the Alps to the Danube itself—the high road to Germany for centuries to come.

At this spot, then, so chosen by nature and its earliest men, a station for a garrison, a distributing centre for merchants, a place pleasant with sun and water and fruitful field, one of the most prosperous Roman towns of Upper Italy arose. And it arose not to the whim of the jerry-builder or the advantage of the speculative colonist, but most rigorously under the control of great town-planners. Enough is known of the inception of a Roman *colonia* to enable us to make a picture free of any violent phantasy of the conscious act by which this new city was born. A point at about the centre of the future city (literally an "island-site" surrounded by running water—*Verona Athesi circumflua* as rather a dull Roman poet described it) was chosen for the *Forum*: it remains the market-place, the centre of the city's life, under the name of Piazza delle Erbe to-day (A on plan). Here, in the centre of the *Via Claudia Augusta* (if it already existed), at the very point, we may suppose, on which now stands that marble column upholding the winged lion of St. Mark which the Signory of Venice set up in its days of

pride, the solemn rite of founding the city was begun. A fine morning towards the spring or autumn equinox was chosen, and the priest, in great pomp, sat in his curule chair on this elect ground, his face towards the north-eastern hill across the river where the light was rising. As the sun's rays struck the group of watchers—the armed and crested officers with the standard, the white-robed civil servants, the boys strewing flowers, the trumpeters, the oxen patient of the coming sacrifice (see this tense instant of history as you will)—the priest raised his arms at full length on either side and held them horizontal. Before his face (*citratus*) and behind his back (*ultratus*) was to run the main street of all—the *decumanus maximus*, by rule 40 Roman feet wide. At right angles, in line with his arms, was to run the main cross-street—the *cardo maximus*, by rule 20 feet wide—*sinistratus* on his left, *dextratus* on his right. Thus was the founding initiated by a religious ceremony: the subsequent rites were entrusted to laymen, the governor (*legatus*), the overseers (*curatores*) and the surveyors (*agrimensores*).

Starting from the priest's chair, lines (*linearii* or *subruncivii*) were traced parallel to the great *decumanus* and *cardo* and equidistant from one another. These were to mark the remaining streets of the city: every fifth one (not including the great *decumanus* or *cardo*) was called *quintarius* or *actuaris* and was to be 12 feet wide. On the uniform squares, measuring about 280 feet each way, between these lines the buildings of the city were to rise. Verona of to-day, sacked, fired, rebuilt so many times in the intervening centuries, bears the marks of this plan to a very noteworthy degree, as reference to the



The Arena (Interior)





Ponte Della Pietra

map will show. New York is not more rigidly laid out than was this ancient city: Roman Verona had, for instance, its Third Avenue, East (*decumanus tertius dextratus*—now the Via Stella), or its Second Street, South (*cardo secundus ultratus*—now Via Quattro Spade and Via Scala).

There remained to determine the outer limits of the new city. This, too, was a definite act, carried out according to ancient Etruscan ritual. The Governor himself traced the boundary lines with a plough, drawn by a cow and a bull, taking particular care that all the earth turned up by the coulter fell inwards towards the city. In the case of Verona the furrow was ploughed from the river bank on the west and ran south-eastwards, parallel with the *Cardo maximus* and perhaps much along the line of the primitive stockade of the Gauls: when more than half-way across the promontory formed by the bend of the Adige, it turned north-east at right angles and, running along a natural terrace caused by the erosion of a stream, met the river-bank again on the east. In the space enclosed by this irregular V and the river over fifty complete squares of building and various broken parts of squares were comprised. On the south-western boundary, it is to be noticed, an open space, roughly half a building-square (or about 140 feet) in width, ran the whole length of the city-wall on its inner side. This, in the case of Verona, served an obvious military purpose: it provided no buildings for an enemy to hold immediately if he scaled the wall, and it enabled defending troops to be moved rapidly from point to point. It had at the same time a more general significance. Such a border of open ground, known as the *pomerium*, was preserved as sacred land, never to be built

upon, *outside* the walls of a Roman city and sometimes, as in the case of Verona, *inside*. It may be compared in principle, if not in scale, to the "agricultural belt" with which our modern town-planners tend to surround a new garden city.

Such a town, military in its original purpose, must have turned its first attention less to buildings than to fortified walls, gates, and—in the circumstances of Verona—bridges. Here again symmetry, as rigid as possible, held sway. The *Via Claudia Augusta* entered the city on the south-west by a gate, still standing as the Porta Borsari (probably from *bursarii*, the *octroi*-collectors of mediæval times: B on plan): it ran right through the city as its *decumanus maximus* and went out again by a bridge, the Ponte Postumio (E), which was washed away by a flood of the Adige in the twelfth century—"by gross carelessness," *summa incuria*, as the chronicler says, but of which traces still remain in the river. The *Cardo maximus* entered the city on the east by a gate, the Porta dei Leoni or *Quadrinviri* (C), which in part exists to-day—and houses a tinsmith's shop! It issued, as has been conjectured, at the western end by a bridge (F), near the present mean and spidery Ponte Garibaldi, but no Roman masonry remains to make this certain. A little north of the Ponte Postumio and making the same angle to the bank of the river, was another bridge, the Ponte di Pietra (D), which after being broken by violent floods and several times repaired, still shows the chisel of the Roman mason. Thus a gate and a bridge belonged to each of the great main-streets which made the cruciform skeleton of the city. A third gate was later added—the *Porta Nova*—by Galerius Maximianus (after A.D. 300) near the angle of the city walls on the south-west.

There remains to be considered that part of the city which lay on the left bank of the river, on ground in part steep and in part broken up by backwaters. The obvious difficulties which this ground presented were overcome by the Roman surveyors in their ruling passion for a symmetrical plan. Their focus was given them by the steep of the rocky hill, the outstanding natural stronghold on which they planted their citadel (*Arx*: L on plan) like the barbarians before them: with a point on the river-bank midway between the Ponte Postumio and Ponte di



## VERONA: THE PLAN OF THE ROMAN CITY

Pietra as centre, they traced a semicircle. This they enclosed with a wall, running up to join the rock-bastioned plateau of the *Arx*, which stood roughly midway on this circumference. The wall was breached, symmetrically again, by a gate on either side—that on the north-west towards Tirol known in the Middle Ages as the Porta di San Stefano (J), that on the east towards Venetia as the Porta Organa (K). The *Via Claudia Augusta*, issuing from the first, was forced, owing to the configuration of the hill, to follow the course of the river; the *Via Postumia*, from the second, traversing level ground, ran (and, as the map shows, still runs), perfectly straight for a considerable distance and exactly parallel to the direction of the *cardines* of the main city across the river. Part of the ground, indeed, between this road and the Adige was cut off by a branch of the stream and formed an island. As a stagnant backwater, the *Acqua Morta*, it existed within living memory, and its outline is still preserved on the map by the broad sweep of road, segment, as it were, of a larger circle touching the semicircle of the Roman plan. The remainder of this level ground between the Ponte Postumio and the river, practically up to the modern city-walls, formed the *Campus Martius*, the drill-ground of the Roman soldier. The southern portion of it, the Campo Fiore, still serves its original purpose: the bugle which calls the Italian conscript to the cook-house is but the echo of the *tuba* which summoned the legionary long before him.

At the centre of the enclosed semicircle, midway between the two bridges as they sprang on to the left bank, and directly below the citadel, the Romans built a magnificent theatre (G) which, after serving through many centuries of decay as a shelter for a huddle of dwelling houses and even for a church, has now been excavated with great care. It was cut back into the massive cliff of the citadel and its face rose from the river-level with an imposing series of arcades resting on marble piers. The conjectured appearance of this building is well-known from the sixteenth-century reconstruction by the Veronese painter Giovanni Caroto. To the observant stranger coming up, let us suppose, by the main road from Cremona, entering Verona by the Porta Borsari and walking up the *decumanus maximus* until he emerged upon

the open bank of the Adige, the theatre across the river, flanked by the two bridges and crowned by the *Arx* on the hill above, must have provided an architectonic climax worthy of his admiration. As it remains to-day this grandiose plan has been lost to the eye. The *decumanus maximus* has been blocked at its river end by the noble church of Sant' Anastasia, the Ponte Postumio shows no visible trace, the theatre no longer stands up with its orders of columns but lies back inconspicuously on the hillside—a few tiers of stone seats and fragments of giant wall, and the castle above has been remodelled to a monstrous barrack by the Austrian occupation. Modern mankind still crosses the Ponte Pietra, a patchwork of ages, part marble blocks, part mediæval brick, and through its arches the pale-olive Adige rushes, tipped white with foam, as ever did *Athesis* in Roman times. Half a dozen Italian housewives slap and wring their washing at the river's edge, their backs to a mutilated arch or two of monumental construction upon which the roadway still rests. These are all that remain of the lowest tier of the theatre's great façade; upon them and against a still very lovely background, imagination must rear the shapes of vanished greatness.

Of the amenities of the Colonia Augusta, such as baths or even temples, we know next to nothing, but its most famous Roman building has not yet been mentioned. If its theatre, the home of "legitimate" drama, lay—as we have seen—at one end of the town, its "Palace of Varieties" was erected at the other. Outside the south-western wall stood—and still very nobly stands—the Amphitheatre, in a big open space, much as the bull-ring may lie in relation to a Spanish town to-day. This immense oval of stone and rubble, capable of holding its 10,000 spectators, though sadly curtailed on the outside by earthquake and the hands of depredating house-builders, must have provided the first distant sign of Verona to the ancient traveller as he approached across the plain. Night by night in this enlightened century of our own the *Arena* serves the purpose of a cinema—surely the most grandiose in the world. A building of such towering size and inexpugnable strength, situated as it was within bow-shot of the city walls on their most vulnerable side, became a source of great danger as the imperial power weakened and the barbarians



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renewed those whirlwind attacks which were destined to bring Rome to its final disaster. Once taken by the enemy, the Amphitheatre was a camp, a base, a siege-tower such as no mobile army could have provided with its own hands. This danger was met, when it was all but too late, by Gallienus, one of the most profligate and ignoble of all the Emperors. All the north was being ravaged by the Gauls, and it was only through the internal rebellion of imperial officers who sprang up to usurp the power over their own cities and repel the barbarian invader, that the Empire was for the moment saved. Gallienus himself was slain (A.D. 268) by his own soldiers while besieging the usurper of Milan, but not before he had himself taken control at Verona, and in eight months of feverish work entirely renovated its neglected fortifications. On the Porta Borsari he left to this day the city's new name—*Colonia Augusta Verona Nova*

*Gallienana*, and, for a short time to come, a new line of wall—that which enclosed the Arena and held it to the city. This wall, like the rest which he rebuilt, was made of any material to hand, like as not of stones from the Amphitheatre itself. The new addition formed an irregular and unsymmetrical excrescence, which interrupted the stern logic of the Roman town-plan. But then, also, the stern logic which had ruled the world, the spirit of law which had built grander things than this city, the fortitude which had faced tasks so much bolder than the bridging of the Adige, had failed under the now nerveless hand of Rome. Verona, *Colonia Augusta*, disappears into the great darkness of the next years, and reappears, a changed and struggling town, but still bearing indestructible witness in "peach-blossom" marble of the nobility of conception and workmanship of the Roman builder.

## International Garden Cities and Town-Planning Association

*Conference at Rome and Tour of Italian Cities, September 14th to October 1st, 1922*

THE International Housing Congress organized by the Congrès International de l'Habitation which was postponed from May, 1921, has been definitely arranged to take place in Rome from September 21st to 26th, 1922.

Many of the members of the International Garden Cities and Town-Planning Association will attend the Congress as delegates from their respective countries, and the Council has therefore made arrangements with the Italian Executive Committee of the Congress to hold its regular annual Conference at Rome at the same time. The programme is now being prepared and will be sent to all members as soon as possible.

In connection with the Conference arrangements are being made for a tour of Italian towns of town-planning interest on the outward and homeward journeys. The towns to be visited have been selected because they provide interesting examples of ancient, mediæval and modern town-planning and civic architecture. In each of the towns the party will be met and conducted, and everything will be done to make the tour interesting and enjoyable. In addition, special visits during the stay in Rome are being arranged.

The opportunity of participating in an organized tour of this kind is a valuable one for all those who are engaged in housing and town-planning. Provisional application to be included in the party should be made as early as possible as the number of participants is strictly limited.

Milan, Bologna, Florence, Rome, Pisa, Genoa and Turin will be visited in the order named. Six days will be spent in Rome.

The outward route will be via Dover-Calais to Paris and thence via the Simplon Tunnel to Milan. Lausanne will be reached by 9.20 a.m., and the best

hours of daylight will be spent in travelling round the shore of Lake Geneva along the wonderful valley of the Rhône and through the Italian Alps, passing Lake Maggiore, to Milan. From Milan the route will be through the heart of Northern and Central Italy to Rome. The return journey will be made by the Coast Route to Pisa and Genoa and from thence to Turin. From Turin to Paris the journey will be made by the Mt. Cenis Tunnel route, the first part of which, to Modane, will be by electric railway.

In arranging the programme of the tour, night travelling has been kept down to the lowest possible limits; the only occasions on which it will be necessary will be between Paris and Vallorbe on the outward journey and between Modane and Paris on the homeward journey. Early morning departures, except from London, and late evening arrivals have been avoided for the whole of the tour.

The tour is being organized from Great Britain in conjunction with the British Garden Cities and Town-Planning Association. The cost of the tour from London will be £38. This is, of course, calculated on the basis of the present rates of exchange. Unless there are any violent changes in these rates it is not expected that the cost will exceed the amount stated. It will include first-class fares on steamers, second-class on railways, tips, portorage on luggage from and to stations, delegate's fee to the International Congresses, and all meals except luncheons in Rome. A limited number of sleeping compartments, at an extra charge, can be obtained for those who require them if applications are received early enough.

Arrangements can be made for joining the party *en route* if full details are sent.



# How to get Garden Cities Established throughout the World

BY SIR THEODORE G. CHAMBERS, K.B.E., and C. B. PURDOM

*A paper presented to the Conference of the International Garden Cities and Town-Planning Association, at Olympia, March 15th, 1922.*

**A**LTHOUGH the social and economic conditions, as well as the tastes, habits and legal institutions that exist throughout the world differ in their local and national forms, there are certain tendencies that may be distinguished in all communities, and among them the most unmistakable is that the life of peoples flows more and more strongly towards the greater towns. The object of the garden city movement is to reverse that flow, to provide a means by which organized social and economic life may return to the country.

The garden city movement is different from all other movements for the improvement of cities and the revival of rural life, in that it rests upon the conception of a new form of town structure with a definite economic basis. The garden city is a town—not a village or a suburb or a housing scheme—functioning as a social organism, the economic foundation of which is control of its own land values.

We do not propose to present the case for garden cities here; we take that case for granted. Our object is to suggest in brief outline what should be done to get garden cities actually established throughout the world.

At present there are two garden cities in progress in England, there are none elsewhere. The need for the "Garden City" form of town exists, however, everywhere; how then can such towns be brought into being?

## EDUCATION OF PUBLIC OPINION

It is important to realize that garden cities do not come into existence by the mere process of building or estate development, subject only to improved methods of housing and town-planning. Much that goes under the name of garden cities is nothing of the sort. The garden city idea is that towns should be established on considered plans, of a limited size and in the most suitable economic situations, having regard to the require-

ments of each community. The creation of garden cities requires the deliberate effort of men who desire to secure a better civic order in towns designed with a view to the needs of industry (including agriculture) and providing a more balanced and wholesome condition of life for all classes of the people than can be obtained in town or country to-day.

To enable garden cities to be built, a public opinion must exist that is sufficiently powerful to overcome the *vis inertia* that exists in every society. Without that public opinion nothing can be done. Therefore, propaganda is the first step. The formation of a garden city group in every country to support the idea, to make known its meaning, and to examine its applications to particular local conditions is undoubtedly required. At present there are people in every country of the world who are interested in the garden city movement; but the organizations giving specific support to the garden city idea are very few in number and (except in England) very limited in membership.

## AN OBJECT LESSON REQUIRED IN EVERY COUNTRY

When public interest has been aroused, an example of a garden city needs to be provided. Propaganda without an actual experiment will be in vain. The garden city movement would not have survived in England had Letchworth not been founded; and the movement has greatly revived since Welwyn Garden City was started eighteen months ago. Examples of garden cities in the various countries of the world would do more to bring the movement into the first place as an international force than anything else. These examples should not be expected to follow the exact pattern of Letchworth or Welwyn Garden City. There is no set type of garden city plan. Each national garden city should be designed in accordance with national taste and economic needs. But it is important, if



# GARDEN CITIES AND TOWN-PLANNING

the example is to have any value, that a true garden city should be aimed at. It must, at least, fulfil the following conditions :

It must be a town, large enough to have all the features of a town characteristic of the country in which it is placed. It must provide for all classes of the community so that it may possess a sound civic being. It must provide for industry to be carried on. It must be planned as a whole. It must combine rural interests with urban interests. Finally it must *control* the whole of the land upon which it is built and surrounding it.

Any scheme short of this would not provide a real example of a garden city, and no movement can rightly be called a garden city movement that sets out to reach anything less than this.

## *THE METHODS THAT COULD BE ADOPTED*

What are the agencies through which garden cities can be built? The two schemes in England are being carried out by companies incorporated under the ordinary Joint Stock Companies laws. They have no special process or rights. They are "private enterprise" corporations; but as, in both of them, the amount of private profit that may be taken by the shareholders is limited to no more than a fair average return upon capital in a reasonably good security, they may both be regarded as semi-public in character. Welwyn Garden City is further developed as a semi-public body than Letchworth, because it gives representation to the local authority upon its Board of Directors. We think it is necessary that Garden city enterprises should be under the control of bodies which have some connection with public authorities, for it is inconceivable to-day that a town could satisfactorily be established as a mere profit-making enterprise. The building of a town upon a new site gives to the corporation undertaking it a large power of natural monopoly through its ownership of the land, which, if preserved, may become of enormous financial importance. The ownership of the land gives the power to carry out the scheme; but it also gives the opportunity to develop economic interests which, in the course of time may become of considerable social and financial value to the community. For this reason, if for no other, a garden city enterprise may properly be made subject to a certain measure of public control. At the same time, however, bureaucracy would be fatal to success.

## *LEGISLATIVE ACTION*

It is probable that in most countries, if not in all, as the movement grows, legislation will be required to assist garden city corporations and to give them various powers. In England, under the Housing (Additional Powers) Act, 1919, such corporations are enabled under certain conditions to obtain land compulsorily for their purposes, and under the Housing Act, 1921, they are entitled to apply for Government Loans. The use of these powers brings them to some extent under Government supervision.

Municipal authorities and even the State itself, with certain safeguards, might carry out the development of garden cities, as they have established new towns in the past. Also Boards, representative of Regional Authorities, Chambers of Commerce, Co-operative Organizations, County Councils and the like could undertake the work. The methods to be adopted will depend upon local customs and requirements.

## *THE EXAMPLE OF WELWYN GARDEN CITY*

A summary of the stages in the development of the Welwyn Garden City may be useful. In the first place the site was secured, partly in the open market and partly by negotiation. A company was formed to purchase the site, prepare a plan, and create a technical and business organization to carry out development. The Company raised its funds partly in shares, entitled to a limited dividend payable out of profits; partly by loans and debentures. The Company expended its funds on the construction of roads and drainage system, water supply, electricity supply and so forth. The Railway Company were induced to open a station and provide railway facilities. The Company's organization consists of the following departments: architectural, engineering, lands disposal, accountancy, secretarial. Associated with the Company are subsidiary companies concerned with the following activities: building, electricity supply, nurseries, brickworks, transport, shops, restaurants, etc. The surplus profits from these subsidiary enterprises go to the town. The Company offers its land on long lease to local public bodies, public utility societies, private persons, builders, manufacturers and others for the building of houses, schools, factories, etc. The main



effort of the Company is to get the town developed as rapidly and economically as possible and, with that end in view, its organization is highly developed on the business side and the fullest co-operation is sought with the people who come to live in the new town.

### A SUMMARY

In conclusion, we may summarize the most important steps which it will be necessary to take to bring garden cities into being throughout the world.

1. *Publicity and Propaganda.*—Public opinion on the subject must be created by the formation of societies to stimulate an interest in the movement and by enlisting the support of prominent men of affairs and the powerful aid of the Press. The methods which must be adopted will vary in each country, and will be governed to a large extent according to the residence of political power in the country in question. The subject should be handled in a manner to secure the support of all political parties. It must be stated publicly and continuously that it is not only *desirable* that garden cities should be built, but that they are also *commercially practicable* and *economically* justified.

2. *Legislation.*—It will be advantageous to obtain legislation, not only on account of the material assistance which such legislation may afford, but also for the prestige which legislative recognition will carry with it. In various ways the rapid

development of the garden city may be assisted by legislation of a positive character, and the movement can often materially be aided by the removal of obstructions which legislation alone can secure.

3. *Financial facilities.*—Substantial credits are necessary to the development of a garden city, and the interest of banks, financial houses and wealthy men should be solicited and secured. The State can render considerable assistance through the medium of loans, but it is desirable that such assistance should not be relied upon as the sole source of financial support. The system recently introduced in England, by which the State is prepared to grant loans for the development of garden cities, on the basis of an equal sum of capital being found from other sources, is good, in that it encourages the investment of private capital and this private capital may be accompanied by considerable influence and energy.

4. *The Building of a Garden City.*—The most important step to be taken is the building of one garden city as an example and demonstration. It is essential that the greatest care be taken in the selection of the site, in the finance of the operation, and in setting up the organization to carry out the scheme. The immediate future of the garden city movement in any country will depend to a large extent on the way in which the first city is developed and the manner in which its finance is handled. It is impossible to exaggerate the importance of the "first" garden city as a propagandist instrument if the scheme is well carried out, but it has also to be borne in mind that the failure of the first scheme may set back the movement for a generation.

## Events at Welwyn Garden City

THE rate for the Parish of Welwyn Garden City for the half-year ending September 30th, 1922, is 4s. 9d. in the £, including a lighting rate of 1d. and a special expenses rate of 3d. A reduction of the railway assessments (which are very considerable owing to the great length of railway frontage in the parish) amounting to 24½ per cent. of last year's assessments, has caused a loss of £800 or £900 a year to the Union in respect of the Parish and a large increase in the general rate would have resulted had it not been for the new assessments due to the building of houses and other premises in Welwyn Garden City. The Union thus derives the benefit of considerably lower rates by reason of the development of the new city.

### PARISH COUNCIL

At the Annual Meeting of the Parish Council on April 22nd Sir Theodore Chambers, K.B.E. (Chairman of Welwyn Garden City Ltd.), was unanimously re-elected Chairman of the Council, and Mr. Ebenezer Howard, J.P., Treasurer. This is an interesting instance of co-operation between the promoters of a garden city and the local parish authority which promises good results.

### RURAL DISTRICT COUNCIL HOUSES

It is understood that the rents of the fifty houses

being erected by the Welwyn Rural District Council at Welwyn Garden City will be fixed at 14s. for the B4 type (living-room, parlour, scullery, 4 bedrooms and bathroom); 12s. 6d. for the B3 type (ditto, with three bedrooms); and 11s. for the A3 type (non-parlour, three bedrooms). These rents are higher than are being obtained for municipal houses in urban districts generally, but the rates in Welwyn Garden City being low the total rent *plus* rates will not exceed the amount payable in such districts.

### INFANT WELFARE AND FIRST AID

The Health Council has initiated an Infant Welfare centre, which is held in the Meeting Room weekly, and is very well attended. The proportion of babies in Welwyn Garden City is a high one, and the conditions are of course ideal. The starting of a Welfare Centre is therefore evidence of a special interest in the care of infants rather than of the necessity of dealing with ill-health. The Health Council has also established a first-aid depôt at which the services of nurses and doctors are readily obtainable.

The new "Lawrence Hall," built by the Welwyn Garden City Educational Trust, is now practically complete, and will be opened during the month.



# A Review of Colonial Technical Periodicals

**A**BUNDANCE of material and shortage of space has tended to postpone our notice of a budget of very interesting magazines and reports reaching us from the dominions and protectorates that are included in the British Empire. We are now ready to make amends:

## AUSTRALIA AND NEW ZEALAND

*Architecture*, the journal of the Institute of Architects of New South Wales, for November, December and January is to hand. There is a Town-Planning Association in Sydney, and reports of lectures given are contained in the pages of the journal; this is an indication that architects overseas are looking in the right direction, and have not fixed their eyes on shop fronts and bank buildings exclusively. Nor do they restrict themselves to Australia, for articles appear dealing with Greater Paris. The two latest issues of *Architecture* contain a long and eulogistic review of *Town-planning in Australia*, a book by Mr. John Sulman, who is the President of the Town-planning Association of New South Wales.

The *Annual Report* of the Corporation of the City of Adelaide for 1921 contains no special features, except a graph showing the increase in the quantity and the cost of building. Our readers would be glad to inspect the very interesting plan of the city of Adelaide reproduced here from the pages of the *Report*. It is one of the few cities of the world divided by a broad belt of parklands preserved from the beginning of its history.

Volume XVII of *New Zealand Building Progress* keeps its readers very well informed as to matters of interest. Our article on the Building Guilds is quoted *in extenso* in the September and October issues, much to our satisfaction. War memorials are still popular with architects in New Zealand as elsewhere. But on greater matters the pages of the journal display interest also, as the following passage will show:

"The future of New Zealand generally, and Auckland in particular, were referred to by the Hon. A. M. Myers at the civic farewell tendered to him at the Town Hall last month. Mr. Myers said he had thought of the time when Auckland would be quoted across the world as an example in town-planning, in beauty and utility, of street development, in nobility of architecture, in facilities for education, sport and recreation, and in general reputation for true progress. In his opinion, the city was already on the way to this pinnacle. Every citizen of Auckland should be eager and proud to contribute his and her quota of effort and sacrifice towards making it 'the city beautiful'—well ordered and spacious, healthy, happy, and rich in everything that makes for the permanent welfare of the whole community.

"No other city in New Zealand—or, perhaps, in the world—lent itself more to the ideal of the true Garden City. No delay should take place in putting into operation a well-considered policy for the future development of the city and its environs; he suggested somewhat on the lines brought forward by him at the town-planning conference of 1911, and elaborated by the present Mayor and city engineer.

Auckland should not neglect to obtain from the Government the Orakei site, which offered ideal facilities for the building of a model town. The consideration and adoption of a scientific scheme of town development at the present time would obviate many of the costly mistakes made by the cities of the old world."

—And, we may add, of the New World also.

## SOUTH AFRICA

*Building*, the official journal of the Association of Transvaal Architects and the Natal Institute of Architects, is not so advanced a publication as we should have expected by now. It is rather over-professional, we venture to suggest, and has not yet extended its interest beyond architecture. We should like to know that the bacillus of town-planning had settled down on these two important bodies.

## CANADA

In the pages of the *Canadian Municipal Journal* we read:

"In Canada, though all the provinces, with one exception, have passed town-planning legislation, it is still largely optional for any municipality to adopt it, and so far as we know very few have. The reason for this is that in spite of the propaganda of enthusiasts very little is really known of town-planning, and much less of zoning. When public meetings are called to discuss the subject they are sparsely attended. Even when town-planning is to be the subject of an address before any public organization, the attendance is below the average. Somehow or other the masses have never been awakened to the significance of town-planning in their community and home life. Is it because individualism and materialism have got such a stranglehold on the national life of the Dominion as to crush out the community spirit?"

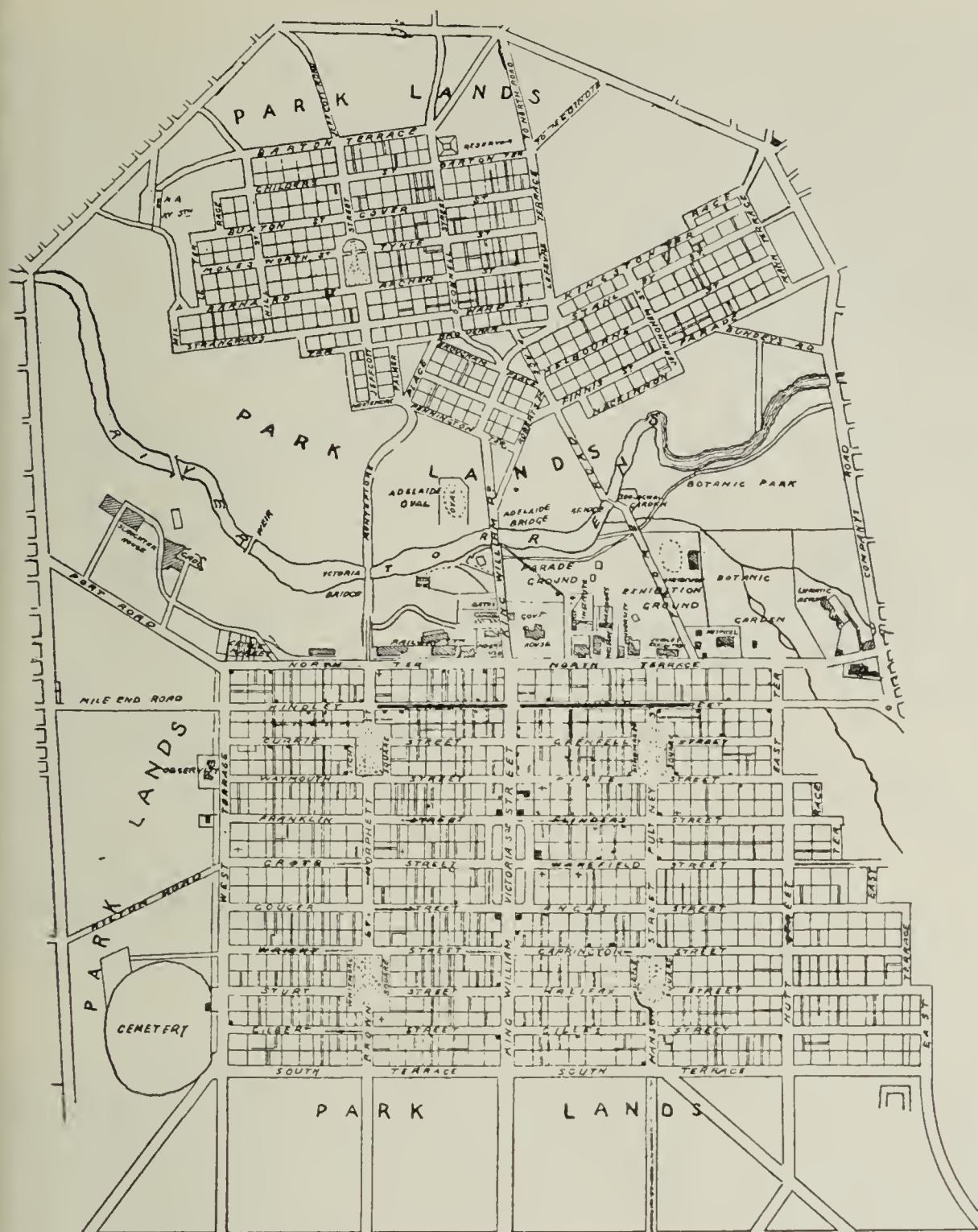
Some of this deficiency may be met by the work of municipal unions of which Mr. Arthur Roberts writes in the pages of the *Journal* for April, 1921. The whole of the issue for October, 1921, is taken up with a report of the Convention of the Union of Canadian Municipalities held at Ottawa last year.

## HOUSING AND TOWN-PLANNING

*The Report re Housing* of the Bureau of Municipal Affairs, printed by the Legislative Assembly of Ontario, is before us. It records a great amount of work done by Housing Commissions at the various towns in the province. From the photographs which are included in the *Report* most of the homes are of two-story structure and many of them bungalows, but neither as to separate design nor ensemble can they compare with our garden city schemes and groups. "Houses erected at London" (Canada) have less charm than many to be found within a mile of this office. They are closely packed together on a wide-enough street, distinguished only by conventionality and individualism. There is certainly great scope for the Town-Planning Institute of Canada.



# A REVIEW OF COLONIAL TECHNICAL PERIODICALS



(A) Plan of Adelaide, South Australia

## WORK FOR UNIVERSITIES

The *Journal* of the Town-Planning Institute of Canada is the most promising of all periodicals from the Colonies, and goes ahead rapidly from the days when it began as a typewritten lithographed sheet. Its view of the seriousness of town-planning is expressed by the following extract :

"In this matter, as in all others, knowledge and art—and action based on these possessions—constitute the foundation of social progress. The most important first step in creating a sound town-planning policy in Canada, therefore, is to develop the science of town-planning. In so far as science is ordered knowledge, as Herbert Spencer contended, we are still in the embryonic stage of the development. For the future accumulation of knowledge, gradually enabling us to build up the elements of something as nearly approaching an exact science as is possible with a subject so elastic, we must look to the universities rather than to government departments or individuals. Such research work as the Commission of Conservation has done only

reveals the poverty of our knowledge compared with the greatness and complexity of the task to be undertaken. It is time for the universities to have a school of town and rural planning and development, open for social engineering and architectural studies and embracing as a field of study the science of municipal administration. It may be hoped that the seed is now being sown that will ultimately create both the need and demand for such a school. Introductory lectures have been given in nearly all the universities of Canada during the present session, on the initiative of the Commission of Conservation."

We agree that the Universities should step in and do the work which Government Departments to a large extent neglect.

## REGIONAL PLANNING

There is a note of luxury, which we at least cannot reach, in the coloured reproductions of housing schemes, garden suburbs and town maps which the *Journal* supplies to its readers. A fine feature of Nos. 4 and 5, 1921, is an address by Mr. Thomas Adams on "Town and Regional Planning in relation to Industrial growth in Canada." We quote a paragraph on the creation of new towns :

"The rural survey must have regard to the selection of the proper sites for new towns. The presence of such raw materials as coal and water-power should

be even more important factors in governing this selection than the presence of railways. One of the fallacies that has been dissipated in Canada has been that a city must grow up on the land adjacent to an important railway junction. When such a junction is established in a region where there are important raw materials, water power, or a rich agricultural district, it is probable that the human organization necessary to establish a town will grow around the centre of transportation. This does not always follow even in such favourable localities. In those places where there is nothing but the railway junction, the actual growth does not go beyond the housing and social needs of the railway workers. One of the saddest spectacles in parts of Canada consists of the cities that have been brought into a paper existence adjoining railway centres, elaborately sub-divided and sold on a speculative basis and then withered away to the small proportions of a village community. Had some of these places been planned as small towns or villages with an appropriate street system and environment suitable for their actual needs, they would have been prosperous community centres and agreeable to live in."



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(B) Plan of Montreal in 1758



(C) Plan of Modern Montreal

From the Journal of the Town-Planning Institute of Canada



## MONTREAL, OLD AND NEW

The December (1921) issue of the *Journal* is devoted to Montreal, and contains a plan of the city in 1758, which serves to show that "The early settlers had a clearer and more appreciative idea of the value of town-planning than their successors, even up to the present day. The old town was conceived as an entity, walled in for defensive purposes against the marauding Indians, and while the streets are rather narrow for present-day requirements, they were more than sufficient for the needs of the time, and show manifest evidence of design in their lay-out. Ample provision was made for churches, convents, hospitals, market places, etc., at convenient and commanding sites, while parade

grounds, gardens and other open spaces were not neglected. It is not at these earlier settlers who had not the slightest notion of the great city that would eventuate that any reproach can be made, but at those coming after them who failed to profit from the good beginning, and who neglected to rectify inevitable mistakes in time, and carry out extensions on well conceived and rational lines; and it is most of all at the present generation, under whom grave civic problems have been created by indiscriminate rule-of-thumb, rectangular methods, which have made the great new city a disjointed aggregation of inharmonious parts."

The soundness of these remarks may be judged by a comparison of the two maps (which we reproduce from the *Journal*) on the preceding page.

## Reviews of Books, Etc.

For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place, W.C. 1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.

*Le Style Anglais.* By EMILE-BAYARD, 280 pp. and 146 engravings. 1922. Paris: Librairie Garnier Frères. 7 fr. 50.

Among the many arts, which increase from year to year, is one called by the author of this book "l'art de reconnaître les styles." Indeed he has composed a work bearing that precise title which has already reached 82,000 copies. M. Emile-Bayard has been good enough to lead off with *Le Style Anglais* as the first of a series on foreign styles from his pen. A very interesting discrimination of our national temperament precedes the discussion of our arts in particular, beginning with architecture, painting and engraving, pottery, sculpture, and furniture. We should venture to suggest that the true English style is to be recognized more purely in domestic architecture, furniture and clothing, than in the great architectural monuments to be seen in our country. Neither Lincoln Cathedral nor the Houses of Parliament, though built by Englishmen, are typically English. The English style again can be recognized in the peculiarly restrained, almost severe, modifications which Englishmen have made on the more ornate continental types. Some of our triumphs have been of this kind—Georgian town houses and country mansions, for instance. Even our most familiar domestic pottery—the willow pattern—is originally Chinese, while French, Italian, Dutch and German lines are found on all our furniture. Probably, however, a friendly observer from another nation is able more truly to analyse our style than we ourselves, and among those none is more competent than M. Emile-Bayard, l'Inspecteur au Ministre des Beaux-Arts.

*La Crise du Logement et L'intervention publique.* By HENRI SELLIER. 1921. Paris: Office Public d'Habitations à Bon Marché. 4 parts, 1,250 pp., illustrated. 2rs. 6d. net.

This book is the result of the most tireless industry and energy on the part of M. Sellier and his

collaborators. It reflects the work of a complex of organizations which, though independent, are united by outlook and interest in studying and finding a solution to the housing crisis, now well-nigh universal. A National Federation, a High School, an Association and a Union, together with a quarterly journal, *La Vie Urbaine*, unite to keep well before the French public the various aspects—sociological and technical—of urban civilization.

We can cordially recommend our readers to secure a copy of this wide survey of the housing question. It is constructed on a sound and formal framework which we will endeavour to indicate in a few paragraphs, regretting that a book of 1,200 pages is one to which we can hardly do full justice.

Part I deals with the Paris district and the housing crisis, and contains a historical account of the creation of modern cities and particularly the Parisian agglomeration. This is followed by a closer inspection of the Parisian problem from 1896 to 1911, and separate sections on house shortage, increased rents and sanitary conditions of the dwellings. The illustrations of single-roomed dwellings inhabited by the families of the very poor are both pathetic and stimulating.

Part II raises many difficult questions of a theoretical and practical character under the title "How to solve the housing crisis?" Chapter I of this part argues that present economic conditions render private effort to solve the difficulty impossible. Here, to use a sporting phrase, M. Sellier "takes the gloves off," and, by fact and figure, castigates the profiteers and landlords who alone benefit from the housing crisis. His next chapter opens with the words here quoted:

"L'impossibilité établie d'escompter du jeu de la libre concurrence le moindre résultat en faveur de l'atténuation de la crise du logement populaire, dans le département de la Seine, n'entraîne pas ipso facto, la démonstration de la faillite de toute initiative privée . . .

"Nous examinerons, sommairement, la législa-



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tion actuelle, les conditions dans les quelles, sous son égide, peut être envisagée la construction de logements destinés aux classes populaires, et nous montrerons qu'il n'est guère possible d'escompter du jeu de ces initiatives un effort susceptible de pallier à la crise dont nous avons dégagé les éléments."

M. Sellier then asks the question whether subsidized private effort did or can, within the framework of ordinary legislation, effect a solution. In general the answer is in the negative. Next comes the inevitable "Public Intervention" and the establishment of the "Office Public" to secure cheap houses for the workers. The information given is largely that contained in an admirable article, from the pen of M. Sellier, which appeared in these pages last year.

Part III of the book glances abroad at eighteen countries to learn the facts and lessons derivable from national housing problems. This is a very fine review of the international aspect of housing, worthy of the closest study. Part IV returns to the Parisian area and the Department de la Seine

generally, coming down to the law of August 8th, 1920.

Part V is a demand for a methodic programme of action. Before the war there was a shortage in the Paris district of 32,000 houses; now, with higher technical and sanitary standards, 100,000 are needed. First come the "projets legislatifs" and then the financial ways and means; again, a glance at the effect of "intervention" on small proprietorship. A summary of conclusions winds up the third volume, the fourth being devoted to appendices.

Such a book as M. Sellier's might be written, *mutatis mutandis*, of any of the great countries of Europe or America. Even if they were written and read it is doubtful whether their message would be understood in its ultimate significance. For whether houses are privately or publicly built and owned, they certainly perform a function which is no longer exclusively or chiefly private. While it is necessary for an individual that he should be comfortably housed it is also necessary for society. Public "intervention," half-way between *laissez-faire* and public ownership, has come to stay.

## Progress of the National Housing Scheme

WE are informed by the Ministry of Health that the position of building under the National Housing Scheme (Local Authorities and Public Utility Societies) was as follows on May 12th, 1922:

|                      |                 |         |
|----------------------|-----------------|---------|
| Tenders approved for | 165,112 houses. | 165,564 |
| Contracts signed for | 160,757 „       | 160,910 |
| Houses commenced     | 154,763 „       | 152,933 |
| Houses finished      | 107,661 „       | 100,516 |

The figures in the right-hand column show the position on April 7th as published in the May number of this Journal.

*Progress during the Month.*—In the four weeks ending May 12th, tenders were approved for 682 houses. It will be observed that in spite of these new approvals the total of tenders approved again shows a drop owing to the withdrawal of a number of approvals previously given. There is also a slight decrease in the total number of houses in signed contracts, but an increase of approximately 1,800 in houses commenced, and of 7,000 in the number of houses finished.

*Further Houses Authorized.*—The Ministry have authorized local authorities to obtain tenders for a further 8,442 houses.

*Public Utility Societies.*—Included in the figures given above are the houses being built by Public Utility Societies, viz.:

|                      |               |
|----------------------|---------------|
| Tenders approved for | 4,382 houses. |
| Contracts signed for | 4,239 „       |
| Houses commenced     | 4,237 „       |
| Houses finished      | 3,779 „       |

*Dwellings Provided by Conversion of Army Huts, etc.*—The number of dwellings thus provided is now given as 3,046.

*Grant under Additional Powers Act.*—Certificate A has been issued for 42,138 houses. The number of houses actually completed under the grant are 31,141. The amount actually paid in grant is £7,318,227.

*Cost of Houses.*—The corrected figures of the average price of houses in approved tenders for the first four months of this year are as follows:

| Month.   | A Type. | B Type. |
|----------|---------|---------|
| January  | £494    | £560    |
| February | £494    | £518    |
| March    | £436    | £513    |
| April    | £392    | £444    |

The figures given for the month of April are liable to revision, as fuller details are made available of tenders approved in that month. The above figures are based for the month of April on 158 A-type houses and 177 B-type houses. It is probable, however, that the increase in the average price will not be great, and the figures show a very welcome drop.

*The Lowest Tenders Approved.*—The following details of the lowest tenders approved by the Ministry of Health within the last month are of particular interest:

Nottingham: 28 A3 houses, 736 square feet floor area. Tender approved for £298 18s. 7d. per house, i.e., 8s. per superficial foot. The total cost of these houses, including roads and sewers, but not land, will be approximately £349.

Penybont U.D.: 28 B3 houses, 992 square feet floor area. Tender approved for £382 10s. per house, i.e., 7s. 8½d. per superficial foot. Details of the inclusive cost of these houses are not available.



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JULY-AUGUST, 1922

## Editorial Comments

**T**HOUGH there are no signs that the birth of a new national housing policy is imminent, certain preparations for the event seem to be afoot, and it is reported that Sir James Carmichael and other representatives of the Ministry of Health have recently gone to America to study the position of Housing in that country with a view to formulating a new policy for this. Signs of any movement in official quarters are welcome, but it is possible that public opinion will demand action before the official line of advance is decided. For public opinion on the housing question is again gathering weight. The self-respect of the community, impaired by unemployment and short time, is reasserting itself with the first signs of reviving prosperity. Englishmen are not content to be members of a nation which lives in lodgings. The evils of subletting, long since obvious to its victims, are now being proclaimed aloud by associations of property owners. Wealth, no less than health, is directly threatened by overcrowding. At meetings, by lectures, in letters and articles in local newspapers—a surer index of public feeling than the giants of the London Press—there is insistence on the necessity for a new housing policy, one which will result not merely in some houses being cheapened, but in a sufficiency of houses being built.

### THE NOTTINGHAM TYPE OF HOUSE

In April it was announced that tenders for houses at £300 apiece had been approved at Nottingham. There has been some difficulty in getting details of these houses. *The Builder* of June 13th, however, reproduces the plans of the houses in question and they will repay close scrutiny. They show that the £300 house is, in effect, a reversion to the type of house which was sadly familiar in every urban area before the war, and from which the framers of the housing policy of 1919 revolted. The Nottingham house has certain virtues. It is compact as a Chinese puzzle; it has a bath; it avoids a back extension. But it is designed to be built at the rate of 24 per acre, with 9-inch brick walls without cavity or rough-cast: it has a two-flight staircase lit only by a skylight and a half-glazed scullery door: its front door opens direct into the one living room, which thus becomes a passage. For some years to come we may have to be content with houses which do not, in some respects, attain the standards set up by the Tudor Walters' Report, but if this Nottingham type is Sir Alfred Mond's prize exhibit, we can scarcely be expected to share his pride.

### QUANTITATIVE BUILDING

Any honest attempt to examine the basic causes of the housing shortage and to lay new and sound foundations is to be welcomed, and for this reason Mr. Ernest Betham's recent lecture at the Sociological Society, "The National Housing Policy: a Common-sense View," was valuable, if only as a focus for dissent. He maintained that there is a natural distinction between "High Cost Building" and "Quantitative Building," and that the 1919 policy has broken down largely because this distinction has been ignored. He blamed Whitehall for hampering architects in any efforts which they might have made to differentiate between the



## GARDEN CITIES AND TOWN-PLANNING

methods required for each of the two categories. All working-class housing was, he considered, quantitative, and the ordinary laws of supply and demand were able to operate only when professional builders of small houses were allowed to supply the cheapest article which tenants would accept in the cheapest way which local authorities would permit. After the war architects rushed in where previously they had not been allowed to tread. The procedure adopted, the insistence on plans and specifications, on bills of quantities and competitive tenders, was fundamentally responsible for the soaring of prices, and salvation lay in going direct to the man who was accustomed to build cottages, and in asking him to produce the best house he could for a specified sum.

Architects will, no doubt, refuse to accept either the accuracy of Mr. Betham's analysis, or the efficacy of his gospel. To us it appears that such "common sense" is peculiarly dangerous, inasmuch as it assumes that the demand for houses is coextensive with the need for houses, and that the quality of working-class houses can be ignored. These were the assumptions on which was based our pre-war lack of a housing policy. To reassert them in high-sounding terms brings us no nearer to solution of our present difficulties.

### *PROVERBS AND PESSIMISM*

Mr. Betham's illustrations revealed, even more clearly than his argument, the dangers of his view-point. He quoted a proverb which was coined in Tudor times. "When our houses were of willow, our men were of oak: now that our houses are of oak our men are of willow." This proverb proves nothing but that even in Tudor times men were willing to glorify past ages at the expense of their own. Mr. Betham was possibly unaware that this proverb became current in the year before hearts of English oak broke the menace of the Spanish Armada. The Elizabethans had good reason to be glad that they had brought their housing conditions up to date: the beacon fires of alarm caused men to spring to the defence of an England which was worth living in. Pessimism takes refuge in proverbs and in that form has a certain tonic value. But pessimism is no true basis for policy. Men are largely creatures of their environment, and cannot be strong and efficient if the houses in which they live are mean and insanitary. If it be true that character weakens as social conditions are improved, the prospect is dark indeed, for men have made up their minds that the most searching test of a nation's character is provided by its attitude towards conditions of social squalor. Slums do not create the heroism which slum-life daily evokes. We believe most profoundly that no such heroism should be called for in a civilized community, and that, though the new housing policy must be a "low cost policy," it must aim at something higher than—again to quote Mr. Betham—"supplying a tolerable amount of walled cubic space at a certain sum."

### *A SYNOPTIC VIEW*

There are three features in this issue which should be read together. They are those on the Royal Commission on London Government (p. 108), on "A Regional Plan for New York" (p. 110), and on "Greater London and Regional Planning" (p. 112). The first speaks of the necessity of seeing London not as an area artificially limited by the accidents of local government, but as an organic entity, the second tells how such a broad and scientific a view is being made possible in New York, the third gives ground for hope that a wider view is being taken of the London problem than is perhaps generally realized. But while plans are preparing the problem is being aggravated. The extension of the Tube Railways has begun. The metropolis is preparing to add yet another bulge to its already unwieldy bulk.

### *THE EXTENSION OF THE TUBES*

Nothing is more difficult to resist than a proposal which offers immediate and visible advantages. "Give us," we say, "what is sweet, and let the next generation deal with the bitter." Londoners of to-day, as they gaze upon the illuminated map of the Underground Railway, are fain to admire an achievement, at which, as Frenchmen would say, they have "assisted." Cool in summer, and warm in winter, we travel from the central nucleus in half-a-dozen directions, rapidly, safely and cheaply. The Tubes, not so long since a novelty, have become a necessity, as a breakdown or strike makes painfully obvious. What more natural than that they should be extended still further in all directions, carrying passengers beyond Highgate,



beyond Golder's Green, and beyond Clapham? Moreover, who will dare to oppose a scheme which promises to employ thousands of men now out of work and to feed their children, to allay industrial unrest and provide idle machines and shops with much-desired engineering orders? It would seem as if this were a game in which there are many prizes and no blanks. Such games are in general designed for the simple by those who are not so simple.

As Londoners are suffering to-day from what their fathers did for them, they should think of the difficulties they in their turn are piling up for the next generation. London is already too large, its streets too narrow, its houses too close, its traffic too heavy, its population too much congested. These words were true of London 30, 40 or 50 years ago, before the Tubes were heard of. It was because London was already too large that part of its passenger traffic had to be carried underground. Instead of restricting the growth of the monster we constructed a labyrinthine world beneath her, which has in effect added to the built-up area above ground.

It is clear that Tube extensions are not going to be made for nothing; the lifts are not going to pour forth nightly thousands of strap-hangers into uninhabited corners of Middlesex, Surrey and Essex. *Tube extension means London extension.* Wherever the Tubes go, and as far as they go, the speculative builder will follow. Around every new terminus will grow up a new dormitory. The planning of London's future will be taken out of her own hands, and whether she likes it or not, she will be forced to grow larger.

There are, too, technical objections to the extension of Tubes under present conditions. By adding half-a-dozen stations contributory to the system the trains must carry more passengers. The crowding which has already reached its maximum of bearable discomfort will become a positive danger. Instead of being, as was intended, a passable alternative to travelling in the open air, Tube travel will become a twice-daily infliction, which none but the most hardy will undertake. The Underground Railway of late has been encouraging its passengers to think by putting before them in advertisements concise statements of its position. We make no apology for repeating one of their most effective posters:

### GREATER LONDON'S DEVELOPMENT.

Before the Underground drove  
its Railways out to Golders Green  
there was nothing but green fields.  
Now there is a considerable Town  
and a busy population.  
New values have been created  
which stand to the credit of the  
Underground, though others  
keep the cash.

To carry the process of thought a little further, it may be added that new problems are being created which are left for solution to posterity.

### PUBLIC UTILITY SOCIETIES

A plain statement of the present position of Public Utility Societies, and proposals for action which must be taken if any appreciable number of those which threw themselves into the task of meeting the post-war housing shortage are to be saved from collapse, will be found on p. 113. The deputation, representing the Public Utility Societies of England and Wales, which submitted this memorandum to the Ministry of Health was received by the officers of the Ministry with encouraging sympathy and understanding of the position; a reply has been promised, which the Garden Cities and Town-Planning Association will circulate to all the societies affiliated to it. May we suggest that the few societies which have allowed their affiliation to lapse, should secure their own interests by renewing their support of the Association which represents them?

*The present enlarged issue of this journal covers the months of July and August; the next number, for September and October, will be published early in September.*



# Royal Commission on London Government

THE evidence submitted by the Garden Cities and Town-Planning Association on the question of London Government was received by the Royal Commission on June 21st. The next volume of the official Minutes of Evidence of the Commission will give *in extenso* the Memorandum submitted, and also the exceedingly interesting examination to which it was subjected. Members of the Garden Cities and Town-Planning Association will be anxious to see as early as possible what views were expressed on their behalf on this vitally important question, and we therefore give below the most important paragraphs of the written evidence.

## 1. THE ASSOCIATION AND THE QUESTION OF LONDON GOVERNMENT

The Association is vitally concerned with the question which the Royal Commission has been appointed to consider. Housing, in its view, cannot be separated from town-planning, and town-planning cannot be carried out efficiently by leaving small local government areas each to make its own town-plan without co-ordination with the plans of adjoining authorities. This is particularly so in the London region, where local government boundaries often bear no relation to physical facts and the distribution of population. The supply of water, the provision of drainage, and the arrangements made for traffic and transport both affect and are affected by housing and town-planning. It seems to the Association impossible to deal satisfactorily with the growth of towns without introducing the extremely complicated questions of the size of areas and the distribution over these areas of the burden of expenses which have to be met by the rates. The establishment of garden cities, moreover, postulates the study of the needs of a wide area and the carrying out of a plan throughout such an area, to which local plans are subordinated.

## 2. SOCIAL AND ECONOMIC EVILS OF LARGE CITIES

The Association holds that for every town there is a certain limit of size beyond which it cannot extend without detriment to the health and character of its citizens; inordinate expansion makes public services extravagantly costly, throws additional burdens on industry, raises the cost of living to individuals and prejudices health. London has long passed its proper limit, and the position to-day is serious. In the centre are large areas where population is congested and industry hampered; on the outskirts are spreading suburbs which, being to a very large extent mere dormitories, have little sense of unity or civic consciousness. The ratio of employment to habitation in the centre of London has through many years constantly increased. Workers have to take one of two alternatives, either to live near their work under conditions of overcrowding and general lack of amenity, or to travel daily with heavy expenditure of time, money and energy from their work to distant suburbs. The statistics presented by the Underground Railways on their posters confirm the estimate made by the Select Committee on London Traffic that something

like 20 million pounds a year is spent by London workers in travelling between home and work. This expenditure is sheer economic waste. In an highly industrialized country certain towns must of necessity be large. Certain industries in London must be located near the river and other economic foci, but the centralization of industry is to a large extent a matter of custom, not of economic necessity, and a very large amount of decentralization would be possible to the advantage of manufacturers as well as of their employees. Such decentralization would simplify many problems of transport, cheapen production, and very largely increase the general well-being of the community.

## 3. EVIDENCE OF PRESENT CENTRIFUGAL TENDENCY OF INDUSTRY

That there has been for many years a centrifugal tendency of population is apparent from any study of the Census figures of the last half-century. In recent years a further tendency has been shown on the part of industry to decentralize itself. This is due partly to the natural desire to establish new factories where labour is cheaper and rates are lower, partly to a tendency for manufactures to follow the population, and very largely to the difficulties met with by growing businesses in expanding in central London. The growth of a new engineering centre in Willesden, the setting up of small industries in the residential parts of Surrey, and the very considerable industrial development on the Great Western line between Ealing and Slough are notable instances of this tendency. We hold that, whatever changes may be made in the Government of London, this centrifugal movement should be encouraged, but that new factory centres should not be placed immediately on the outskirts of London, but should, in accordance with a considered plan, be established in self-contained towns at some distance from the Metropolis, leaving a wide belt of land for agricultural and recreational purposes around London.

## 4. IMPOSSIBILITY OF DEALING LOCALLY WITH CENTRAL LONDON SLUMS

The Unhealthy Areas Committee, of which Mr. Neville Chamberlain, M.P., was Chairman, was forced, in 1920, to the conclusion that the slum conditions of Shoreditch, Bethnal Green and Stepney could not be alleviated by building either on the sites of the present slums, or even on the outskirts of the present built-up area of London, but only by actual migration of the congested population. Such migration could be induced only by creating a demand for labour away from the centre of London, and it was therefore recommended that in order to deal with unhealthy areas in London it was essential to prepare and give effect to a plan which would cover London and the Home Counties as a region.

## 5. THE GROWTH OF LONDON AND LOCAL GOVERNMENT AREAS

In view of the considerations given above, the Association is strongly opposed to any alteration in local government areas, which will tend to encourage



# ROYAL COMMISSION ON LONDON GOVERNMENT

the continuous spread of the built-up area of London. It seems from experience inevitable that if a city expands its boundaries, development proceeds within those boundaries. We would prefer to see the local government of Greater London remain as it is rather than that the London County Council, or some body replacing it, should administer an extended area. If such an extension of the boundary were made, neither the central authority nor the surrounding authorities would be able properly to protect the interests either of their inhabitants or of their industries, and if the principle were to be recognized that an area which is continuously built over is the inevitable unit of local government, within a very few years it would be necessary to apply for a further extension of authority in order to cover the further spread of houses.

## 6. *THE CONSTITUTION OF THE LONDON REGION*

We desire, therefore, to put forward a proposal based on the views, already expressed in this Memorandum, of the necessity of stopping the continuous growth of London and of transferring industries, and therefore population, from central London to satellite towns. We are concerned to state the necessity of a regional plan, not at present to dogmatize as to the precise boundaries of the region. It seems clear, however, that the area would have to cover the existing administrative counties of London, Middlesex, Surrey, Kent, Essex, Hertfordshire and Buckinghamshire. The plan for this region will deal fundamentally with the distribution of population, and in order to do so scientifically would cover questions of transport, traffic, main drainage, water supply, town-planning, housing and agriculture.

## 7. *METHOD OF CARRYING OUT THE REGIONAL PLAN*

Three main questions arise in connection with the regional plan :

1. What body should prepare the plan ?
2. How wide should the powers of such a body be, and how far should they interfere with existing administrative authorities ? and
3. To what extent would it be necessary to diminish the number of the existing administrative authorities ?

## 8. *CONSTITUTION OF THE REGIONAL AUTHORITY*

The Association would welcome any change in or adaptation of the present system of local government which would enable a coherent plan to be formed and carried out. It does not, however, regard it as its function to define what the form of the new co-ordinating authority should be. My own view is that the long talked of system of devolution of the central government must soon be established, and that the problems of the growth of London and its administration would be best dealt with by a Home Counties Parliament elected directly. To this elected body would be given some legislative power and some administrative power with regard to the allied questions of transport, traffic, main

drainage, water supply, town-planning and housing. Certain powers at present exercised by the central government in respect of these and other matters would be transferred to it, and it would be the co-ordinating authority for the administration of these matters in accordance with the regional plan.

## 9. *POWERS OF THE REGIONAL AUTHORITY*

The primary duty of the regional authority, however constituted, would be to prepare a regional plan. This plan would provide for the development of the area as a whole and would control the main line of such development, leaving the details to be worked out by the Local Authorities. Such control must necessarily imply some definition of the powers of the Local Authorities, and it has already been found in practice that Local Authorities in preparing town-planning schemes must, if their work is to be efficient, take into account the plans made by neighbouring authorities. In the case of dispute between the regional authority and the local authority, the Ministry of Health would have an overriding power. Where any service is being assisted by national funds, as for example, in the building of houses, the regional authority would make their recommendation as to the distribution of such assistance. It would have power also to assist in the development of new industrial areas in the initiating of garden city enterprises or the extension of existing villages and towns to form self-contained industrial communities.

## 10. *THE POSITION UNDER A REGIONAL AUTHORITY OF THE EXISTING LOCAL AUTHORITIES*

It seems to the Association of vital importance to conserve all the forces which make for local patriotism and civic consciousness. In working out a regional plan, Local Authorities should not feel that they are in any way absolved from responsibility for the efficient administration of their own areas.

It will be part of the duty of the regional authority to consider rural problems of the region in conjunction with the urban problems, and to leave the detailed handling of both rural and urban problems to those who have particular interest in and knowledge of the localities. The Association feels that the suggestion that some extended area to be called London should be for purposes of local administration divided up into units of approximately half-a-million people, would, if carried into effect, most effectively destroy local patriotism, and lead to the worst forms of urban agglomeration. As the regional authority would be concerned with broad principles, and not with details, it should be possible for County Councils, Urban District Councils, Rural District Councils and Boroughs to feel that while their administration must conform to a plan designed to prevent the growth of conditions which will ultimately prove ruinously expensive in health, morale and money, their position is in no way impaired or their work made any the less valuable by changes in the form of local government which are compelled by the fact that London has burst its bounds. In our view, therefore, the existing local authority areas should remain substantially unaltered.



# A Regional Plan for New York

**N**EW YORK, afflicted by some evils peculiar to itself, as well as by many from which London suffers with equal or greater intensity, is, characteristically perhaps, tackling its problem in a manner of its own. Here a Royal Commission has been set up to examine whether areas of local government should be altered to make unity of plan workable; there a regional plan is being made, which will make possible unity of administration. By London's method the necessity of a regional plan is implied; by New York's is assumed the possibility of the necessary co-ordination of administrative authorities. Each method has its virtues and its defects; each is perhaps that most appropriate to the present stage of development of public opinion.

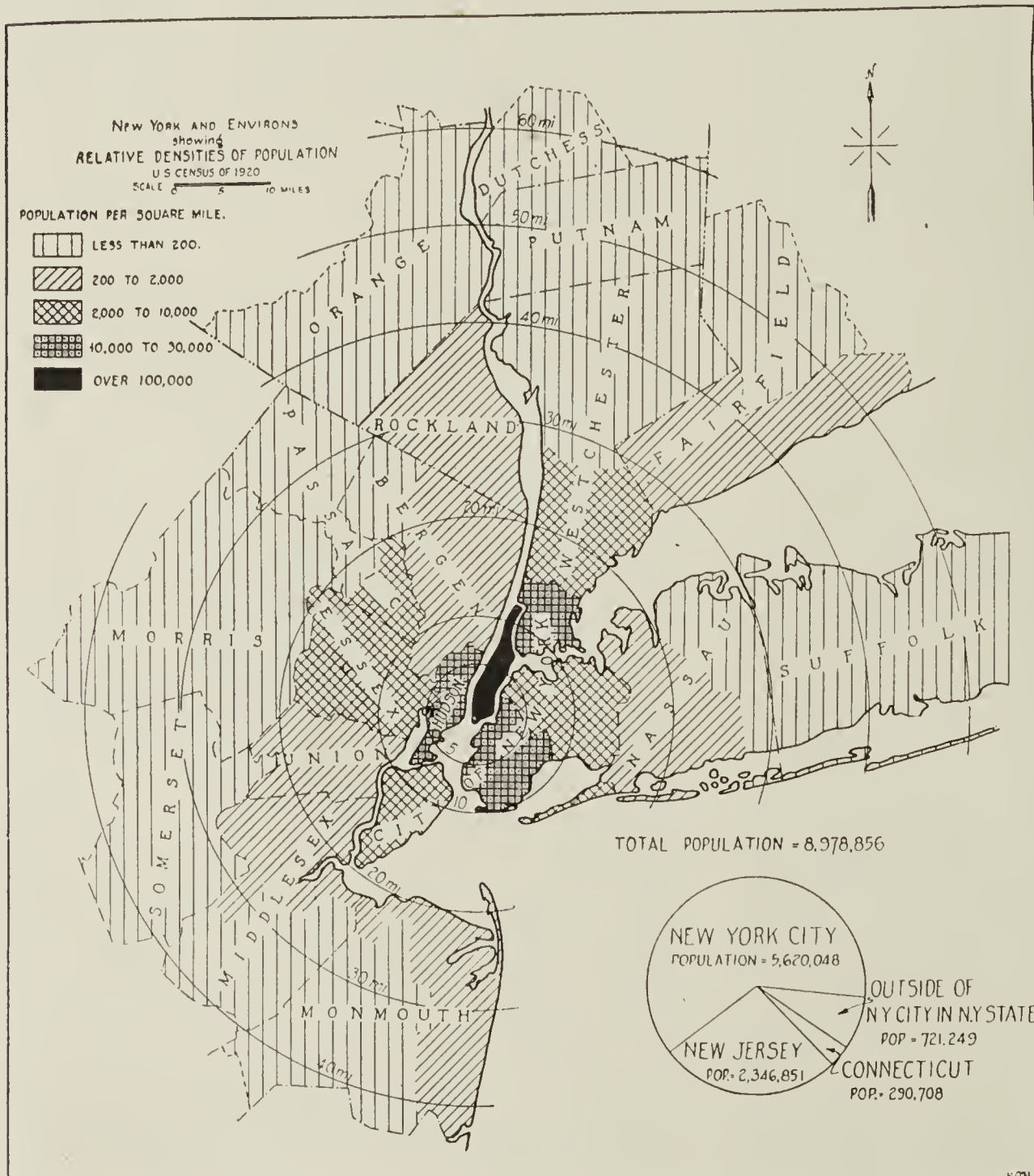
The regional plan of New York is being

undertaken by the Russell Sage Foundation. The trustees of this body have appropriated a sum of money, which with contributions from interested citizens will be sufficient to meet the necessary expenses of creating a comprehensive regional plan. They have appointed a strong Committee with Mr. Charles D. Norton as Chairman, to organize the work by co-operation with groups of citizens and public officials in all communities throughout the area to be planned.

The procedure to be adopted is first to organize a series of preliminary inquiries, the results of which will be published in brief reports, and a man, or group of men, will be found to create a plan on the basis of the facts ascertained. Both the reports and the plan will be submitted to the public at large for study and criticism.

The inquiries will be at least four in number, viz., (1) Economic and Industrial, (2) Physical, (3) Legal, and (4) Social and Living Conditions. The physical survey has been quietly under way for more than a year, and the legal inquiry for six months. The promoters of the plan are fully conscious of the danger of arousing too great expectations of immediate results, and therefore have delayed in making a public announcement of their undertaking until May of this year, when the project was put before a large representative Conference of officials, technical men and private citizens.

Of particular importance is the Committee's decision on the area to be included in their plan. The temptation to plan only for the built-up area and a





# A REGIONAL PLAN FOR NEW YORK

small ring of surrounding country has been firmly rejected, and the area to be included is approximately the whole of that contained within a 50 mile radius of Manhattan. To show the necessity of so comprehensive a scheme, the Committee has published an extract from the Report made in 1811 by the Commissioners who were appointed to lay out the street plan of the city as it then was with a population of 90,000:

"It may be a subject of merriment that the Commissioners have provided space for a greater population than is collected on any spot this side of China. . . . It is improbable that for centuries to come the grounds north of Haerlem Flat will be covered with houses. . . . It may be a matter of surprise that so few vacant spaces have been provided, and those so small, but the price of land is so uncommonly great that it seems proper to admit the principles of economy to greater influence than might, under circumstances of a different kind, have consisted with the dictates of prudence and a sense of duty."

Mr. Norton's Committee points out that these "principles of economy" applied to Manhattan Island in 1811, have yielded their logical harvest of congestion and confusion in 1922. Manhattan has leaped into the air; it has tunneled and bridged the rivers, it has thrown out its transportation arms until men and women travel 50 miles to their daily labour in the City; until the great area of which Manhattan is the centre, is in 1922 the home of no less than nine millions

of people. Deep-seated structural defects leave masses of this population in an environment ill suited for human happiness and welfare. The congestion of traffic in existing streets places intolerable burdens upon commerce and hinders human life. Although the need for a plan has been repeatedly voiced there, and though many admirable local plans have been made, there exists no comprehensive regional plan for what is economically or socially New York of the present day.

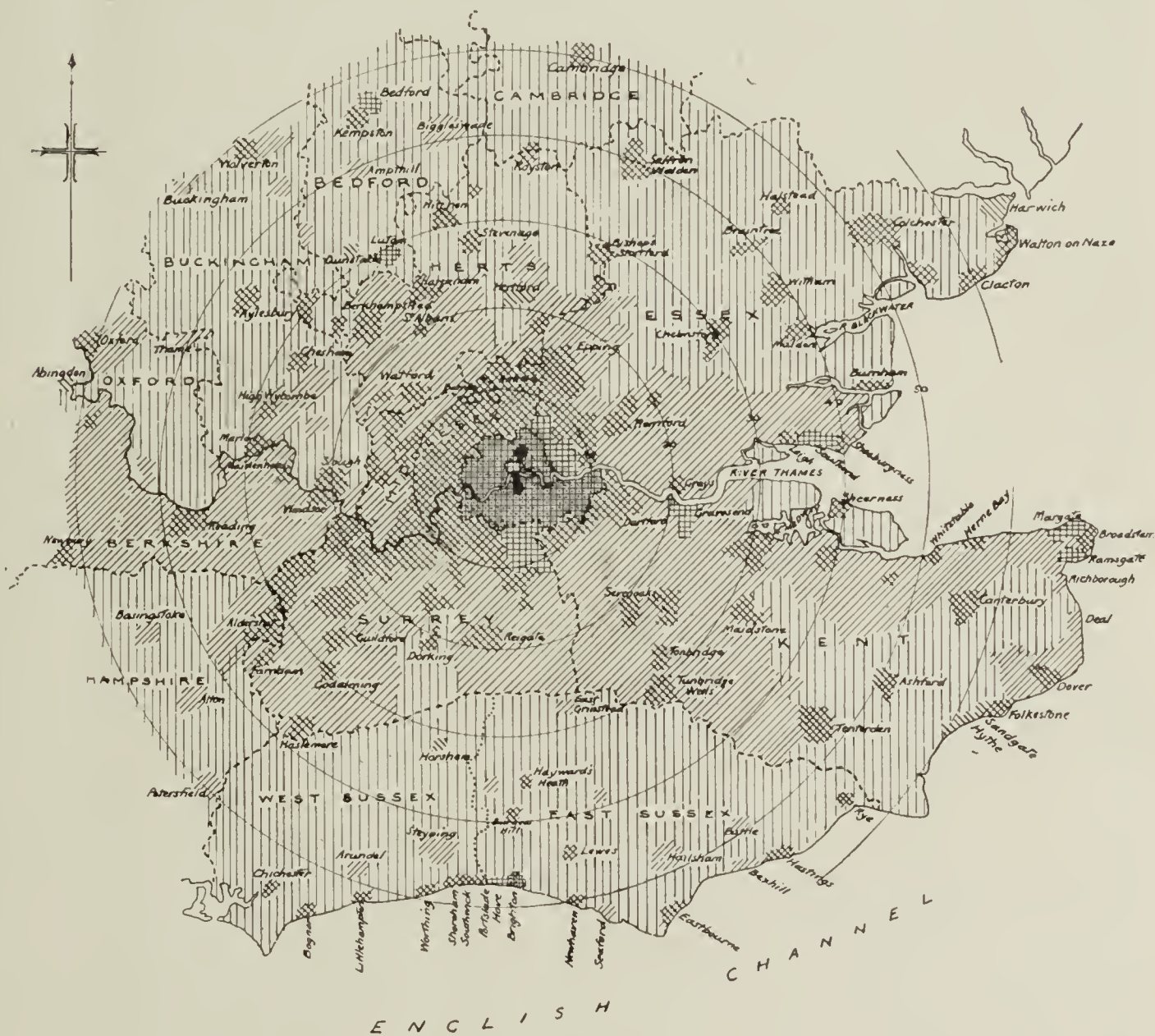
We publish below a map which has been kindly prepared for us by the London Society, which will focus attention on the points both of similarity and dissimilarity between London and New York.

## LONDON AND ENVIRONS

*Shewing Relative Density of Population*

*Census of June 1921*

0 5 10 20 30 40 50 miles  
Scale of Miles



POPULATION PER SQUARE MILE



Prepared by  
THE LONDON SOCIETY  
27 Abingdon Street, S.W.1

Chas. W. Litt del



# Greater London and Regional Planning

**I**N the May issue of this Journal it was stated that the formation of joint committees for regional town-planning in Greater London was rather hanging fire. Since then a great change has come over the scene and there seems reason to expect that the principle of regional planning will be applied very widely over a large proportion of the area.

## *WEST MIDDLESEX*

The West Middlesex Joint Committee have now settled down to work with Mr. H. J. Nias of Heston and Isleworth as Chairman, Mr. W. Pywell of Hanwell as Vice-Chairman and the Clerk to the Middlesex County Council as Hon. Secretary and Treasurer. The committee have appointed Mr. Thomas Adams, who is well known to all persons interested in garden cities as the first Secretary of the Association, to draw up an outline plan of the whole region, which includes the districts of Acton, Barnes, Brentford, Chiswick, Ealing, Feltham, Greenford, Hampton Wick, Hanwell, Hayes, Heston and Isleworth, Ruislip-Northwood, Southall-Norwood, Staines, U.D. and R.D., Sunbury, Uxbridge U.D. and R.D. and Yiewsley.

This region is certainly quite large enough to be dealt with as a unit, and the Committee seem to have made a mistake in attempting to bring in also the authorities in the Thames Valley. Nearly all of these declined the invitation, mainly on the ground that the proposed region would be too large, and a conference has recently been held at which it was decided to recommend the formation of a Joint Advisory Town-planning Committee for the Councils of Barnes, Chertsey, Chiswick, E. and W. Molesey, Esher and the Dittons, Ham, Hampton, Hampton Wick, Kingston, Richmond, Surbiton, the Maldens and Coombe, Teddington, Twickenham, Walton-on-Thames and Weybridge.

All the authorities named, with the exception of Hampton and the Maldens and Coombe, were represented at the conference, but it cannot be said that they all showed themselves equally disposed to co-operate, and it may be that some of them will decline to come in. It is to be hoped that this will not be the case. The amenities of this attractive region cannot be properly preserved except by sound town-planning provisions which are framed in accordance with the interests of the region as a whole, and it will be very unfortunate if any of the authorities concerned are so short-sighted and narrow-minded as to stand aloof from so beneficial a movement.

## *THAMES VALLEY*

It is clear that if the Thames Valley Committee is duly established, some adjustments will have to be made between it and the West Middlesex Committee. Hampton Wick obviously cannot remain in the latter if Twickenham and Teddington belong to the former. Barnes and Chiswick seem to have almost equal interests in the one and the other committee, and perhaps will come to some arrangement which will enable them to take part in both. If Sunbury-on-Thames and the southern parishes of Staines R.D. are not prepared to join the Thames Valley Committee, where they would seem geogra-

phically to belong, it will, at any rate, be necessary to devise some means of conferring with them with regard to developments along the proposed arterial road to Chertsey.

## *NORTH-EAST SURREY*

The next region to the Thames Valley is that of North-East Surrey. As was stated in the May issue of the Journal, a conference at Croydon in February last disapproved a proposal to form a Joint Committee for this region. This was due to the fact that a number of representatives did not vote, on the ground that they had had no instructions from their Councils, and the consequence was that the representatives of those authorities which have shown themselves least active in town-planning succeeded in carrying their blocking resolution.

However, this has been remedied by the action of those authorities in the region which wish to go ahead and see the importance of co-operation, and at a subsequent conference held at the Ministry of Health, the representatives of Beddington and Wallington, Carshalton, Coulsdon and Purley, Croydon, Mitcham, Sutton and Wimbledon drew up the lines of a constitution for a Joint Advisory Committee for those authorities, and decided to invite the Councils of Caterham, Epsom Urban and Rural, Godstone R.D., Leatherhead, Merton and Morden and Reigate R.D. to join them. This conference decided that, in view of the progress in their town-planning schemes already made by most of the authorities concerned, it was unnecessary to appoint an expert to draw up an outline plan, and they proposed to act on the lines of considering the schemes of the various authorities at the earliest possible stage with a view to their co-ordination.

## *KENT AND ESSEX*

Between the Croydon group and the river no action has yet been taken with a view to linking up the Kent authorities, though it seems most desirable that no time should be lost here, in view of the proposals for electrification of the South-Eastern Railway.

In the very important region of South Essex, however, a move has been made, which should prove extremely fruitful. As was stated by the Thames-side Housing and Development Committee, which was set up by the Garden Cities and Town-Planning Association in 1917, "the Thames-side area from the City to Tilbury, with its ever-increasing system of docks, wharves and manufactories, is destined to play such an important part in this connection (i.e. in relation to the future commerce of London) that its development as a whole with properly correlated parts is, in the opinion of the Committee, a matter of the first importance. They feel that this result cannot be satisfactorily accomplished by individual authorities acting primarily, if not exclusively, from the point of view of local needs."

It will, therefore, be particularly satisfactory to members of the Garden Cities and Town-Planning Association to know that, at a conference of representatives of the Councils of West Ham, Barking Town, Gray's Thurrock, Tilbury, Ilford, Romford Urban and Rural and Orsett Rural, it was unani-



mously resolved to recommend those authorities to form a Joint Advisory Town-Planning Committee, and to invite Southend, Shoeburyness and Rochford R.D. also to take part.

#### INDUSTRY AND TOWN-PLANNING

There is a special significance in this case, in that the Conference referred to was the outcome of an earlier meeting between representatives of the Tilbury, Gray's Thurrock and Orsett Councils with representatives of most of the great trading concerns which have been established along the river, including the Tunnel Portland Cement Co., the Anglo-American Oil Co., the British Petroleum Co., the Thames Paper Co., the Thames Land Co., the Wouldham Cement Co., the Associated Portland Cement Co., and Messrs. Harrisons (London) Ltd., at which meeting a unanimous resolution was passed in favour of asking the Minister of Health to call a larger conference, with a view to setting up a Joint Town-Planning Committee.

This recognition by industrial firms of the value to them of town-planning and, in particular, of regional town-planning, is somewhat new in this country, although in America it is as a rule from the business committees that the impulse towards town-planning comes.

#### THREE MORE COMMITTEES WANTED

To the north of London no definite action has been taken towards grouping, except that Willesden and the adjoining authorities agreed some time ago that their surveyors should consult together in the

matter. There seems to be room for three more joint committees, one of the Willesden group somewhat enlarged, one from Finchley and Tottenham to Barnet R.D. and Enfield, and a north-eastern group, running outwards from Walthamstow and Leyton.

Joint Committees formed on these lines will, of course, need to confer with one another on points of mutual interest, as the lines drawn between them are purely arbitrary.

#### MISTAKEN OPPOSITION

Such opposition as has been shown to this movement is gradually weakening. There are still a few authorities who are so blind to their own real interests and so jealous of their neighbours that they cannot rise to the higher considerations, and there are still some which are obsessed by the idea that, in some way or other, the establishment of joint town-planning committees will lead to the swallowing up of their districts by the County of London. It is difficult to find any reasonable basis for this point of view. If there is any relation between proposals for co-operation between existing authorities and proposals for the creation of a larger central authority, they are in direct opposition to one another and, whatever may be the outcome of the Royal Commission on London Government, nothing can possibly be gained by neglecting opportunities for ensuring the best possible development of every part of the region from now onwards in a manner which will at the same time be conducive to the interests of the region as a whole, no matter what may be the form of its future administration.

## Public Utility Societies

*Memorandum embodying resolutions passed at a Conference of Public Utility Housing Societies held at Olympia on March 11th, 1922, at present under the consideration of the Minister of Health.*

### I. Origin of this Memorandum.

ON March 11th, 1922, a Conference was convened at Olympia by the Garden Cities and Town-Planning Association, at which were present about 150 delegates, representing practically all the societies which have built a substantial number of houses under the Housing, Town-Planning, etc., Act, 1919. It was the unanimous view of the Conference that the present financial position of the societies is extremely critical, and a Sub-Committee was appointed to lay before the Minister of Health a statement of the present position and of the steps which the Conference considers must be taken if the societies are to continue in existence.

### HOW THE PRESENT POSITION HAS ARISEN

2. *Official Encouragement of Public Utility Societies.*—When under the Housing, Town-Planning, etc., Act of 1919, financial assistance was provided for Public Utility Societies to enable them to build houses for the working-classes, propaganda was carried out by the Ministry of Health with the object of inducing co-operative and other societies to form special sections to build working-class houses, employers of labour to finance Public Utility Societies, and groups of working men to form such societies and to invest in them. In particular, a pamphlet entitled *Housing by Public Utility Societies: Government Proposals*, was issued in April, 1919, which began



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with a reference to "the Government's intention to provide financial help to Public Utility Societies to *encourage and enable* them to build working-class houses." Attention was also called to the Government offer by General Housing Memorandum No. 9.

3. *Form of Financial Assistance.*—Financial assistance consisted of:

- (a) a loan from the Public Works Loan Board of an amount not exceeding 75 per cent. of the approved cost of land and buildings, and
- (b) a subsidy towards the loan charges on the approved capital cost, amounting to 50 per cent. up to 1927 and 30 per cent. during the remainder of the currency of the loan.

4. *Purpose of the Subsidy.*—In General Housing Memorandum No. 9, paragraph 14, it was stated that "*the intention of the subsidy is to encourage building during the present emergency period by placing societies who build during this period in a not less favourable position than those who defer building until more normal conditions are established.*"

5. *Expectations of Rent.*—Parallel with the Public Utility Societies (Financial Assistance) Regulations were issued the Local Authorities (Assisted Housing Schemes) Regulations. These latter regulations read in conjunction with General Housing Memorandum No. 8, which was issued with them, provide that rents should, by 1927, reach an amount equivalent to an economic return upon 70 per cent. of the initial costs of building. By this Public Utility Societies were led to believe that their ultimate subsidy of 30 per cent. of the loan charges would put them from 1927 onwards in substantially the same position as Local Authorities as regards rent, and that the letting value of their houses as compared with Local Authorities' houses would therefore not be prejudiced.

6. *Rate of Interest charged on Loans from the Public Works Loan Board.*—There is a further important point to notice. At the time when most of the Public Utility Societies embarked upon their schemes, i.e., at the end of 1919 and during the early part of 1920, the loan charges on loans from the Public Works Loan Board were expected to be 5½ per cent.\* Subsequently, however, the

\* See the Ministry of Health's Form D107.

interest was raised to 6½ per cent. and a further burden thus was thrown on the societies.

7. *Increased Capital Cost of Public Utility Societies' Schemes.*—The cost of building and the burden on the societies was further increased by the operation of the Up-and-Down Clause in the Ministry of Health Model Contract. The societies could have no control over the rise in wages and materials. They purchased materials from the Director of Building Materials Supply, and when the bills were presented for payment the prices were found to be considerably higher than those originally given in the official price lists. Thus the capital cost of the societies' work was very greatly increased by a temporary dearness, both of money and of construction, though the factors of this dearness did not operate in any way to increase the societies' prospective revenue.

8. *Ability to Pay Rent.*—Recent economic events (again events over which the societies had no control) have operated very seriously to their detriment. In the first place, owing to the fall in the cost of building the value of the houses put up by the societies in 1920 has not been maintained even after deduction of the capitalized subsidy. This fact should be considered in relation with paragraph 4 above. Secondly, concurrently with the fall in the cost of building there has been a fall in wages, and therefore in ability to pay rent. In the case of local authorities' houses this has meant instead of there being a steady increase in rents in the period 1920 to 1927 there has actually been a decrease in many cases, and there is no apparent possibility of the rents obtained approaching the level which it was anticipated might be reached by 1927. Public Utility Societies, on the other hand, have had to charge rents even higher than those originally contemplated, owing to the increase in the capital cost of their operations referred to above. Moreover, wages are continuing to fall, and with wages is falling the ability to pay rent. That this deflation of values, wages, and the ability to pay rent was not contemplated by the Government when they framed the Public Utility Societies Regulations is clear from the terms of the Local Authorities Regulations and General Housing Memorandum No. 8.



9. *Rents charged for Public Utility Societies' Houses.*—The economic position of the tenants of Public Utility Societies' houses is not as a rule substantially higher than that of tenants of local authorities' houses. The houses built by public utility societies are not as a rule substantially better than local authorities' houses. But a public utility society, in order to make its accounts balance has to charge a rent which is higher, in some cases to the extent of over 100 per cent., than the rent of similar houses built by the local authority on neighbouring sites, and this, in spite of the fact that the public utility society's houses cost not more than those built by the local authority. In consequence public utility societies are finding it extremely difficult to keep their tenants, and the apparent inequity of the tenants' position is a constant source of friction. At the present time, some societies have houses ready for occupation which they are unable to let at the rents insisted on by the Ministry of Health; other societies have tenants in occupation who cannot pay their rent; others have tenants who have given notice to leave because of the amount of rent that has to be paid. The deputation will be prepared to give definite instances of the position of societies in this respect.

10. *Treatment of Private Capital.* So long as the subsidy stands at 50 per cent., while rents are charged—as is required by the Ministry of Health—on the basis of outgoings less 30 per cent. subsidy, some return can be given on private capital invested, though it must be reiterated that the rents thus charged are inequitable. If, however, the subsidy is reduced after 1927 to 30 per cent., societies will be compelled still further to raise the rents charged by a considerable amount if interest is still to be paid on private capital. It can hardly be suggested that societies should not continue to pay interest on private capital, especially when the circumstances in which this capital is raised are remembered. Employers of labour in the public interest invested capital in the building of houses through public utility societies, working men, in many cases earning comparatively small weekly wages, invested their savings in the societies, the general public in many cases regarded an investment in a public utility society as part of the effort they were called

upon to make by the propaganda undertaken in connection with the sale of housing bonds, and understood that the return on an investment so made would not be appreciably less than the 6 per cent. promised on the housing bonds. It is important to emphasize that employers and individual investors alike were expressly urged by the Government to use their money in helping to solve the housing problem at a time when many much more attractive investments were open to them.

11. *Consideration of Public Interest.*—It is urged that in the first place it would be obviously unfair to penalize those who responded to the Government's appeal for money, and secondly, that having regard to the importance of maintaining confidence in the co-operation of private enterprise with national policy it is essential that capital invested in public utility societies should not have to be written off as a dead loss. Further, if the Public Works Loan Board have to foreclose, considerable difficulties and loss to the State will inevitably arise. It is, therefore, to the interest of the nation as well as of the societies themselves that the Government should take every possible step to rescue the societies from bankruptcy.

Some figures illustrating the position of public utility societies are contained in an appendix to this memorandum, and further facts in illustration will be put forward by the deputation.

12. *General Ground of the Proposal now put forward.*—The following proposals are therefore put forward for the purpose of:

- (a) avoiding the general liquidation of societies and consequent foreclosure by the Public Works Loan Board;
- (b) saving the credit of the co-operative housing movement, which before the war was making an important contribution to the solution of the housing problem, on lines widely followed in other countries, and upon which reliance to a large extent must be placed for the carrying out of any future national housing policy; and
- (c) restoring public confidence so that in the future private initiative and enterprise may reasonably be called upon, to prevent the whole burden



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of housing the working classes falling upon municipal and national authorities.

### PROPOSALS

(a) *Rate of interest paid to Public Works Loan Board.*—The rate of interest paid to the Public Works Loan Board should be reduced. The Local Loans Funds were raised partly since the war, and partly also before the war. The money was raised before the war on a 3 per cent. basis. Owing to the annuity system a large amount of this has already been repaid to the Public Works Loan Board, and each year more of it will be repaid. Account should therefore be taken of this fact in conjunction with the issues made by the Public Works Loan Board since the war. It should be possible by averaging out the money raised before the war and since, to lend to societies on a 4 per cent. basis. It is urged, therefore, that the rate of interest on existing loans should be brought down to 4 per cent. and the interest on future loans fixed at 4 per cent.

(b) *Exchequer Subsidies.*—The subsidy from the State should remain at 50 per cent. of the loan charges throughout, instead of being reduced to 30 per cent. in 1927. Both to the treasury and to the societies it is of primary importance that decision in this matter should be taken now and not delayed until 1927. So long as uncertainty prevails as to the position after 1927 the societies will be unable to budget accurately, to have confidence in their work, or to restore confidence among their members and investors.

(c) *Capitalization of Subsidy.*—It is further urged that with a view to simplifying the position, the Exchequer subsidy should be capitalized at 50 per cent. of the approved final cost, and the amount either written off the public works loan, or refunded to the societies for capital redemption. This course

would enable the Government to make a clean-cut settlement in conformity with the policy outlined in the Geddes report, with which it is stated the Ministry of Health is in agreement. If this course is followed, the Sale of Houses Regulations could be withdrawn (they have already failed) and societies will be enabled to sell in the usual way, provided that the Public Works Loan Board will continue to accept redemption of the outstanding loan in blocks.

(d) *Other Proposals.*—There are other proposals, which, while their adoption would not in themselves solve the difficulties of the public utility societies, would enable the societies if the main proposals are adopted to work more smoothly and efficiently. These proposals are simply given as headings, and the deputation will be glad to discuss them as secondary to the main proposals made :

1. It should be definitely established that societies are not liable to pay Corporation Profits Tax.

2. Some better arrangement should be made in connection with payment of Income Tax, Schedule A, by which the interest due to the Public Works Loan Board can be deducted prior to payment of tax.

3. That Societies should be able to obtain loans from the Public Works Loan Board as the work proceeds up to 75 per cent. of the value of the work done instead of 50 per cent. as at present.

4. That steps should be taken to facilitate the taking over by the local authority of roads constructed by the societies and approved by the Ministry of Health, even though such roads are not in accordance with the provisions of the local authorities' bye-laws.

5. That the societies should be enabled with the approval of the Ministry to delay road construction until the end of 1922 with a view to securing the benefit of the falling costs.

## Death of Dr. Eberstadt

It is with great regret that we have to record that Dr. Rudolf Eberstadt, Professor at Berlin University, and author of many works on housing and town-planning, died recently from sudden heart failure.

Dr. Eberstadt, who was sixty-six years old, started life in the commercial world, but later devoted his whole energy and his great ability to the movement. His *Handbuch des Wohnungswesens* stands out as one of the most important housing books published, and

has earned him a world-wide reputation. He was a well-known figure at International Conferences and was respected everywhere for his devotion to the work. Among his many contributions to town-planning literature is the valuable paper on the Berlin Town-Planning Competition which was presented to the R.I.B.A. Town-Planning Conference in 1910. The movement has lost in him a learned and sincere worker.



# Town Planning in Russia

By ETIENNE DE GROËR, *Architect*

(Translated by kind permission of Author and Editor from "*La Vie Urbaine.*")

**W**ESTERN EUROPE has never been well informed, even before the war, as to the course of events in Russia. The readers of this Journal may, therefore, find something that is new to them in the following sketch. Before entering upon this short description, the author desires to state that he includes under the term "Russia" the territory of the former Empire which, until recent years, was developing as one whole.

During the Middle Ages, the development of Russian towns did not differ much from that of other European cities; the town was established with a view to defence, and the inner city with its surrounding walls (the Kremlin) served as a military, religious and civic centre. The quarters beyond the gates, built almost exclusively of timber, grew up alongside the main roads. In course of time, the centre was enlarged and, at the same time, new lines of fortified walls encircled the town. This gave rise to the well-known "spiders' web" plan, of which Moscow affords a every pure example (see plan I).

In towns situated upon hills, the difference between the Kremlin and the outside quarters was more marked: there was an upper town which could not increase in size, and a lower town, commercial in character, which developed rapidly. Nijni-Novgorod, Vladimir-on-Kliasma and Jaroslav are towns of this type. The old city of Novgorod was different; it was a combination of two towns: the Kremlin and the commercial town, united by a fortified bridge and separated by the river. As a rule, all these towns developed naturally, without set plans, and this state of affairs, characteristic of the Middle Ages, continued in Russia up to the close of the seventeenth century, in spite of the influence of the Italian Renaissance, which made itself felt very early in individual buildings or monuments (Church of the Assumption, Moscow, 1496).

With the foundation of Petersburg in 1703, town-planning in Russia entered upon a new phase. Some years later, there was already in existence a plan of the new town, showing the three main thoroughfares charac-

teristic of its outline: the Nevski, the Gorochovaia and the Vosnesenski of the present day. But during the building of the town, Peter the Great imposed upon the French architect Leblond to draw another plan which presented several original features. The town was to be intersected by canals and the centre transferred to the large island in the delta of the Neva (Vasili Ostrov). This plan was not carried out as a whole, but in the present town we find some traces of it in certain docks, canals and streets. In reality the urban centre was not removed from the left bank of the river, where the town developed, especially during the eighteenth and the early part of the nineteenth century; and, on the whole, Petrograd became a town of mixed style: in the quarters built in accordance with Leblond's plan, we have the chess-board scheme, in others the radial system. The Russian capital has since taken in the whole delta of the Neva, and in 1916, its population numbered 2,600,000 (at the end of 1920, the total had sunk to 750,000).

Most large Russian towns were founded or transformed in the eighteenth century, during the long reign of Catherine II. In accordance with the fashion of the time, towns were built with broad straight thoroughfares and streets running off at right angles. Examples of this type are Odessa, Taganrog, Ekaterinoslav, Ekaterinenburg, Rostov on the Don, and many others. Some are arranged fanwise, as Kostroma on the Volga. The system was universal, and in the effort to secure regularity, many ancient buildings and walls dating from the Middle Ages were destroyed. On the eve of the nineteenth century, we note in the principal towns, and especially in Petersburg, the appearance of vast ornamental centres, such as the place of the Winter Palace, the Exchange and its surroundings (Thomas de Thomon), the combination of the Alexander Theatre and Tshernishev squares, united by the formal Theatre street (Rossi). Several of these centres are masterpieces of the monumental and grandiose style. This neo-Classic style was maintained up to about the year 1860. At that date, and up to the transformation of



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Paris by Haussmann, Petrograd possessed the widest thoroughfares to be found in any European capital. From the second half of the nineteenth century, Russian towns began to increase very rapidly, and towards the end of the century, statistics show astonishing results. At Petrograd the annual increase in population was 3·5 per cent., whilst at

Irkutsk (in Siberia) it was over 6 per cent. The towns in the south of Russia, in coaling and metal-working centres, headed by Kharkov and Ekaterinoslav, developed in the manner and at the rapid rate of American towns. The intensity of the work in hand led to chaos and anarchy in construction. No one took any further interest in style and general effect,



**I.—Plan of Old Moscow, after Olearius**

(A) The Kremlin or Fortress ; (B) Kitaygorod or Chinese City, containing the Town Hall ; (C) Zurgorod or outer city, otherwise called Bielgorod or White City ; (D) Skorodum, a district occupied by Germans, containing the wood and building markets ; (E) The Suburb of Streletska.



and this period has left us, here and all over Europe, nothing but great mistakes to be set right. The influence of Haussmann was not much felt in Russia, and where it appears, is of a Germanized type; for we must admit that the influence of German civilization was preponderant during this period. Riga is perhaps the best example of this, together with Warsaw and Kiev. The influence of Vienna is far more apparent than that of Paris.

The twentieth century marks a new stage. In 1903 was founded the town of Dalny, terminus of the Transiberian Railway, in the plan of which we see carried out the new principles of town-planning: the division of the town into districts, the classification of the streets, the establishment of civic, administrative and commercial centres, etc. About 1905, there was a change in the style of architecture; we find a fresh triumph of the classic style and, at the same time, a return to town-planning. In 1907 appeared the first publication devoted to this subject and to municipal organization—*Gorodskoie Dielo* ("The Urban Question"), edited by Messrs. Protopopoff and Velichoff. It produced a salutary effect upon sluggish municipalities. Some time later, the same group founded the Russian Garden Cities Society, whose work led at length, in 1914, to the production of



II.—Plan of the town of Novgorod, 1870

*The Kremlin on the western bank on a radial plan, and the Commercial city on the eastern bank on a gridiron plan, united by a fortified bridge.*

an excellent plan for a garden city, "Zelenyi Prigorod" (Green Suburb), 11 km. from Petrograd, the execution of which was stopped by the war. The British garden city movement was reflected in all parts of the Empire. A similar society was formed in Poland, under the presidency of Doctor Dobrzynski who was interested in the establishment of a garden city near Warsaw. We find the same movement in the suburbs of Riga (the Kaiserwald) and Helsingfors (Drumsö). Kiev and Odessa also have their garden-suburbs. The Moscow-Kasan Railway Co. built a garden city for their employees, twenty minutes' journey from Moscow. The city is not intended exclusively for the employees, but the latter have the privilege of the use of houses built there.





### III.—The Delta of the River Neva, in 1770

*The Swedish town of Nyen with its fortress stands on the eastern bank of the river. Hirvi-saari, the large island at the mouth, was covered with forest, as were most of the others. In 1705 Janni-saari, the small island to which the arrow points, was fortified and now contains Petropavloski prison. Koivi-saari, the large island above it, was also fortified on its river side, and by 1725 Hirvi-saari and the parts on the south of the river were partly covered, the establishment of the Admiralty being the centre of a fan-like development, which by 1799 had reached the Neva's bend opposite Nyen. (Prepared by C. J. Swartz, on the basis of Swedish Surveys, in 1737.)*

for them by the Company, land being let on lease only for the other inhabitants. This garden city, the plan of which was designed by V. Semionoff (1913), shows, in principle, a section at the head of which is the railway Station. A very broad ornamental avenue leads from the station to the civic centre and a street open to general traffic, with tramway lines, runs round the section.

About 1910-12 an Anglo-Russian Company was developing a part of the Russian capital—the island of "Golodai." This low and marshy site was raised by more than two metres by a somewhat singular process: mud was pumped from the bed of the river

and spread over the soil. As it was chiefly composed of granitic sand, water easily penetrated the soil, compressing the previous layer; after drying, the process was repeated. The plan of this place, named "Novii Petrograd," was designed by I. Fomine, one of the apostles of the new classic movement. At the entrance to Novii Petrograd is a large open space, semi-circular in shape; on the straight side of it there is a building containing shops and arcades and a covered market; from the curved part there are three avenues running in different directions, which are to form the main thoroughfares. The rest is fairly regular, upon a radial system. This





**IV.—Plan of Petersburg, prepared by Leblond for the Tsar Peter the Great**

(N) is the Fortress of Peter and Paul ; (K) is the Admiralty. The design was fantastic and impractical, and for the most part was abandoned.

district is divided into zones for various types of buildings.

Reval was the first Russian town to announce an international competition for a plan for its extension and improvement: this was some months before the war. The first prize was won by Saarinen, the excellent Finnish architect, who also won the second prize for a plan for the Australian capital "Canberra." In 1915, he produced an excellent scheme for a new town near Helsingfors, "Munkneæs-Haga." This work was published in a fine edition, and a large

model of the new town was constructed. Another competitor at Reval (the winner of the second prize), an engineer named Dmitrieff, made, during the war, a new plan for Taganrog, to which place the Baltic shipyards were being moved. At the same time (1916) was founded the town of Murmansk, the terminus of the new railways between Murmansk and Petrograd. Messrs. Dubelir and Niekrasoff, and later, Monsieur Alechine, worked at this plan. The streets of this town, which is situated in the extreme north, were specially designed with a view to taking



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advantage of all available sunshine. The directions chosen were North to South and East to West, and for the latter direction, the streets were extremely wide, with fir plantations on the southern side only.

Some years earlier, a series of companies had been formed for the development of the shores of the Black Sea, in the Crimea and the Caucasus. New towns sprang up, spas and seaside towns, in very picturesque situations, the earliest being Gagry. Laspi, designed by I. Fomine, Lirane by A. Iljine and Komperia by Dubelir, the last built on a rock, are perhaps the most interesting examples of this type.

The first professorship of town-planning was founded in 1911, at the Architectural School of the Imperial Academy of Fine Arts. The first holder was the architect Peretiakowitch, who died of typhus during the war, in which he commanded a Cossack regiment. A little later, Professor Dubelir opened the same course at the Polytechnic School, Kief. Another professorship was founded at the Polytechnic School, Riga. Several authors, Professor Dubelir (1910) the engineer Semionoff (1912), Ensich (1914), Dikanski (1915), Kovalevski (1916) and others popularized the new ideas. Russian translations of the works of Sitte, Hassert and Howard appeared at the same time.

At the last Congress of Russian Architects, in 1911, questions of town-planning already occupied an important place, and much interest was shown in the amendment of legislation which impeded the work of municipalities, making it difficult for them to start new schemes. According to old laws, for instance, the minimum breadth of streets or roads must be ten sagens (22 metres), and practically this breadth was the only one adopted; although reasonable enough for the northern parts of Russia, it gave a wearisome monotony to whole districts laid out in line without gardens.

In large Russian towns we find, in the centre, houses with many storeys, whilst on the outskirts or in the country, it was the custom to build houses with one upper storey, or simply a ground-floor with gardens. It was necessary to maintain this good custom and save the small houses, which were falling under the pick-axe of the speculator. Measures were taken at the Congress to check the development of large houses. But, in 1917, the new legislation was not yet complete,

and it was not till after the Revolution of February that this question once more came to the front.

Owing to their small population and to the method of building, small and middle-sized Russian towns may be transformed into garden cities with comparative ease.

But house-to-house statistics show a different result: 60 per cent. of the population of Petrograd live in flats with at most two rooms. In the poor quarters, the figures are extraordinary. At Petrograd, some rooms have as many as ten occupants, and at Moscow "corner lodgers" (occupants of one quarter of a room) number 200,000! Consequently, statistics showing death-rate and disease are enormously high in reference to these lodgings.

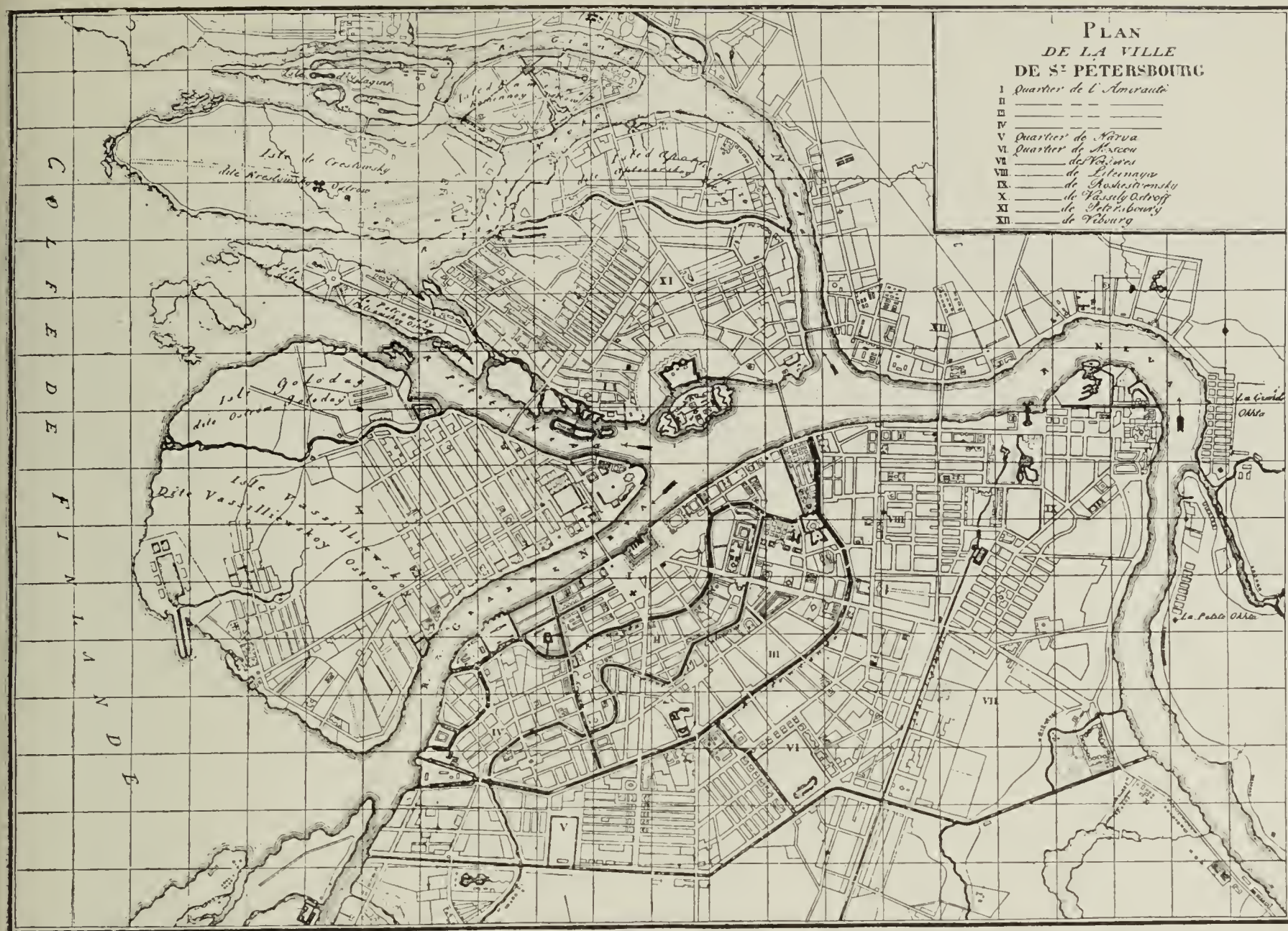
The following figures refer to Petrograd; the pre-war general death-rate was 22 per 1,000, but in certain parts of the outskirts, where population was less dense, it was as high as 39 per 1,000, on account of the above-mentioned conditions.

Statistics drawn up by Prof. Bechterer for this same town show the influence of political events upon the people:

| General Death Rate. |     |     |      |           |
|---------------------|-----|-----|------|-----------|
| In 1917             | ... | ... | 25   | per 1,000 |
| „ 1918              | ... | ... | 43   | „ „       |
| „ 1919              | ... | ... | 74.9 | „ „       |
| „ 1920 (Jan.)       | ... | ... | 80   | „ „       |

But neither war nor revolution can check the march of science. In the summer of 1918, there was founded at Moscow a Municipal Office for the consideration of a new plan of the town, directed by Professors Shtyousiev and Joltowski (Zoltowski). The latter, being an enthusiast and a philosopher on questions of architecture and town-planning, sees in these arts an organic method of growth; he sees, in towns, natural centres around which all other local centres, streets and buildings gravitate. Joltowski gives the first place to intuition. Taking "organic principles" as a basis, together with the new data, he worked out, in 1919, a very interesting new plan for the city of Moscow. By combining private gardens, he was able to form a star composed of conical parks, which would carry to a great distance, to the centre, the fresh air of the green belt, beyond which he showed a series of garden cities. The system of streets is left almost intact, the main thoroughfares alone being widened, so as to meet the modern requirements of traffic.





V.—Plan of Petersburg as actually built

(Prepared by A. Pluchart in 1825.)

At the end of 1918, two centres were organized at Petrograd, in connection with town-planning: 1. The Urban Institute (Mousei Goroda), under the direction of Iljine, the architect, and Prof. Dubelir, and including departments for history, art, hygiene and technical work. It was a kind of school and laboratory. Here the public could learn the elements of our art, the specialist in urban affairs or hygiene, the engineer, or the municipal councillor might find interesting material, and here also experts worked at plans and tests, making experiments in the interests of science. After making an interesting collection and gaining a certain degree of popularity, this establishment was suddenly closed in the autumn of 1919, and the building occupied by a military organization.

In imitation of Moscow, a Municipal Office was also established, with a view to the development of the urban district along rational lines. It was conducted by Professor I. Fomine, assisted by expert architects and

engineers. The whole work was considered on a scale which would cover development for a century, or until the time when the population of Petrograd had reached ten million. The schemes included a new port, a new canal and the electrification of the whole railway system. This was not exactly a new idea, as before the war, the construction of large electric stations on the rapids of the Volchov and the Svir, two rivers running into Lake Ladoga, was already in progress. The Office carried out a series of local investigations in connection with the rearrangements of the old town, prepared new legislation and, during the summer of 1920, was to make an aerial plan of the district. In 1919 the architect Konstantinovicz was occupied with the preparation of a new plan of reconstruction for the town of Jaroslav.

The lack of communications and consequently of news from Russia, makes it extremely difficult to follow more closely the later development of town-planning in Russia.



# Housing in Relation to Infant Welfare

MARION COCKERELL, M.B., B.S., *Medical Officer of Argyle Square Infant Welfare Centre, St. Pancras.*

STATISTICS prove again and again that in the towns bad housing and a high infantile mortality go hand in hand. No one doubts it. Mortality from measles, diarrhoea and vomiting are three or four times higher among the badly housed than among the better housed in the same neighbourhood.\* What is sometimes doubted is whether bad housing is the cause of the sickness and death of the children. Is it not largely the result of the accompanying poverty, ignorance and defective hygiene?

Of course, *poverty* is debilitating. It shuts windows instead of making up fires and buying blankets. It provides inferior and stale foods instead of best butter and eggs and fresh fruits; heavy-felted woollen clothes instead of light and comfortable and well-ventilated ones, and puts growing and tender feet into heavy and clumsy and chafing shoes; but its greatest failing is that it does not provide decent housing.

*Ignorance* of the kind which results in the ill-faring of children is probably not any more prevalent among the badly housed than among those more happily placed.

As far as knowledge of the general laws of the health and happiness of children are concerned, the keenness of the mother to absorb and apply these laws does not depend at all on the kind of house in which she lives, but on her character and intelligence and on the applicability of these laws to her own circumstances.

Health visitors will probably bear me out in saying that the badly housed woman is, on an average, as well instructed in adapting her environment to the needs of children as the more privileged mother. The adaptation is difficult and the result is discouraging, but the mother knows as a rule better than people living in other circumstances, how to make the best of her particular surroundings. The various Infant Welfare movements have made available for her much of the recently harvested knowledge of the conditions of children's health, and she has absorbed such of it as is most practicable.

\* See Robertson's *Housing and the Public Health*.

Then as to *defective hygiene*. Of course a high standard of hygiene is impossible in most of the dwellings in which the poor live in our towns. Since they must live in such tenements, the most they can do is to evolve the best standard of hygiene for people living in their circumstance—and this is very different from the standard inspired by close acquaintance with the cleanliness of a bacteriological laboratory.

Can it be wondered at that a demonstration placard of the enormities of the house-fly, with the announcement that "a fly in the milk may mean a member of the household in the grave," leaves the average working housewife rather cold? Since the destruction of all house flies is not within her power, her best standard of hygiene is to keep her food covered as well as she can, but not to look for signs of approaching death when a fly does crawl on the family's food. Her equanimity is of greater hygienic value to the household than the entire abolition of the house fly.

A great proportion of town tenements are bug infested. Not even the most enlightened public health body has yet discovered how to rid houses of these pests. They feed only on human blood, have a disgusting and pervasive odour, and anyone meeting them for the first time is filled with horror. A young mother fresh from the country had her health seriously interfered with by the disgust and fear caused by these inevitable and regular visitors to her rooms. Luckily, however, for the sanity of the human race, men and women are very adaptable, and the best standard of hygiene for those forced to live in a verminous dwelling is to cultivate a sense of smell not too keen, to attack when and where possible with soap and water and disinfectant, and to bear the enemy's onslaught on one's own or the baby's body with necessary philosophy, and what is the wonder if with this philosophy comes a certain amount of blunting of sensibility to the beauty of cleanliness and sweetness? There is good housing in London, even in tenement houses. In Kentish Town, for instance, there are many good, solid, airy houses with gardens built for one well-to-do



## HOUSING IN RELATION TO INFANT WELFARE

family now inhabited by three or four. Small families can often live very comfortably in these, if on good terms with their resident landladies, so that they can share garden and conveniences. With gas stove and water on each floor they do very well. The children can live practically all day in the open air in the summer and play and sleep out in the warm winter days. Beautiful children are reared under these circumstances, who compare very favourably with country children under similar conditions. It is not so much country or town that makes the difference, but reasonable housing and facilities for outside and inside play.

The use of the garden is all important, otherwise the mother may have to walk a mile or more before there is space where the child can play in the open air.

Though there is good housing in London this is seldom available for large and poor families. Children confined in too narrow a space either have the vitality squeezed out of them or they knock the place to bits and make themselves a nuisance to landlord and neighbours. Hence they are only tolerated in the less sought after dwellings.

Some of the specially built tenements are incredibly small for families. Most of the floor is covered with beds; there is no room for play, or for a cradle for the baby. How is it ever turned out for cleaning, let alone whitewashing or papering? Small wonder that the same bowl is used for washing the baby's bottle and his napkins when there is so little room for ordinary conveniences!

Bad housing may mean no room, no sun, no quiet or peace or privacy or decent sanitary accommodation, or convenience for cleaning house or person. At Infant Welfare Clinics one sees children suffering from the results of all these drawbacks and suffering in proportion to the housing deficiencies. No

room and no air and no sun mean anæmia, failure of appetite, deficient growth, want of resistance to microbial diseases such as diarrhoea and vomiting, catarrhs and infectious illnesses, with the further results of chest diseases, adenoids, deafness, and general want of health and poor development. In Letchworth Garden City (where there is good housing) one person only died of the ordinary infectious fevers, while in St. Pancras, according to the last report, 143 died, its population being twenty-two times that of Letchworth.

No room to play, no quiet or peace, result in irritability of mother and child, sleeplessness, naughtiness and a damaged nervous system. The child is denied the opportunity of indulging in his own games and occupations, and is apt to adopt a defensive attitude towards the society which looks upon him as a nuisance. He cannot have hobbies or be industrious at the prompting of his own developing personality—there is no room—hence his powers are cramped and the community loses much potential energy.

The more enterprising children, as soon as old enough, have to occupy themselves in street games which are apt to lead to hooliganism rather than to more productive pursuits.

There is not space here to speak of the great need in town and country areas for playing spaces—just *spaces*, not playgrounds with apparatus for small children. Nor is there room to speak of bad housing and crowding of country villages. It is not a town or country question, but rather one of housing as a whole.

The National Baby Week Council, 117, Piccadilly, is keenly alive to the importance of housing to their work for the welfare of mothers and children, and will be glad to give any information to inquirers on this aspect of the housing question.

### When Doctors Agree

48, Woodstock Road, Oxford.

May 24th, 1922.

SIR,—I am directed to bring to your notice, as a member of the Town-planning Committee of the City Council, the following resolution: "That the Oxford Medical Society is convinced that, in certain areas of this town, the condition of the houses and the density of the population are factors which are seriously detrimental to the health and physique of

the community, and is of the opinion that the matter can best be remedied by the adoption of a comprehensive town-planning scheme for the city of Oxford."

The resolution arose out of a discussion on "Town-planning and the Medical Profession," and was passed by the Society at its last meeting.—I am, Sir, yours faithfully,

W. T. COLLIER, JUN.,  
Hon. Secretary, Oxford Medical Society.



# A Note on Private Enterprise

By WILLIAM LOFTUS HARE.

THE Housing controversy of recent years, and particularly of late months, has contained within it several minor debates, some theoretical, some technical and others political. One of the first class is that which circulates round the question of private enterprise and its possibilities. I am aware that a great divergence of view exists regarding the subject even among housing reformers, not to speak of the outside world, and I fear that uniformity of opinion is not likely to be reached very soon.

The theoretical polemic of last century provided us with the term "private enterprise" as a relative one to distinguish certain commercial operations from those which were aided by or conducted by the State. It was not altogether a happy term, for it lacked the elements of scientific precision and universality. Yet it was useful, and everyone thought he knew what it meant. The term referred to a process by which a private person undertook the production or distribution of goods or the performance of services at his own risk and mainly for his own advantage. Economic theory of the day maintained that if each sought his own ends the ends of all would be served, a proposition which, regarded logically, seemed sound. The same idea was expressed in the well-known term "free competition" which carried the principle of private enterprise one stage further into operation; and when free competition was unrestricted by fiscal devices it was called "free trade."

In practice, however, as we all know, hardly any trade is really free and hardly any competition unrestricted. From the pedlar to the publican one must obtain a licence to trade, while a large number of industrial and commercial operations, are, for physical, financial or technical reasons, restricted to a few persons; and some of the most important private enterprises are virtually monopolies in their own field: gas, water, electricity, tramways, docks, railways, etc. In a thousand ways the law restricts and regulates the enterprises which, by tradition, we still persist in calling "private."

Similarly—and this is hardly noticed—scarcely any enterprise can properly be called private when considered in the light of its secondary, and more important, achievement. True, the primary aim may be the gaining of some personal financial advantage, which Society permits and perhaps encourages; but the moment the enterprise in question becomes effective, the moment something is *done*, Society manifests greater interest in the actual achievement than in the motive which initiated it. I may be permitted to give a few examples. Private persons, drawn by some special vocation, some family aptitude, undertake the supply of milk, bread, fruit or meat in a new suburban district. No sooner are their private enterprises launched than they become greater or lesser public services; indeed they cannot attain their private ends unless they perform some wider or some community function. Hardly anyone troubles as to whether the shop-keepers are making a living—that is assumed. But the moment the food supply fails we realize that we are concerned with a public service, a secondary and social function. The same facts can be discerned in all large scale industries—coal, iron, clothing, boots, farm produce, etc. At length the question becomes one of political economy, the rightful concern of statesmen and councillors: does this or that private enterprise yield to Society the fullest and most satisfactory public service in village, town, city or State?

## THE DOUBLE FUNCTION OF INDUSTRY

I give another illustration which will bring us closer to my main theme: a firm of contractors organizes itself with wharves and machinery, warehouses and labour, to undertake large structures—buildings, bridges, roads and railways. The initiatory motive of the enterprise is personal gain for the proprietors who cannot maintain the organization unless they are remunerated. But when such a firm of contractors is employed by a municipal authority its actual work is no longer private; the making of roads and bridges is a public service in a more special



## A NOTE ON PRIVATE ENTERPRISE

sense than food supply by retail shop-keepers referred to above. The question we always ask is whether the work is well done and at a reasonable cost, not whether it has yielded the contractors and workers a livelihood ; we take that for granted.

I may now formulate the above argument in a sentence by saying that industry in its present form has a double function : to support the private individuals who initiate it and to serve the public which employs it. The two functions are interdependent. Both must be consummated or neither can be.

I am well aware that the adequacy of the public service secured by private enterprise has long ago been challenged, and that direct public enterprise has largely taken its place ; but I am driven to the conclusion that neither of the two rival theories has the whole truth. In practice modern Society on its economic side is held together by a mixed activity based on private interest merging into a general social interest. The combination of function supplies us with whatever public service we enjoy.

In regard to housing : if we look at the matter in the simplest way we can see that the blended motives and the combined machinery of private and public enterprise have not, between them, provided enough houses for the workers and cannot promise to do so. Unofficial effort has happily succeeded in founding two garden cities in England, and, with the financial assistance now permitted by the Statute, may succeed in building others. But when it comes to framing a constructive policy to provide 500,000 houses—if that be the number—it is surely evident that the magnitude of the building and engineering tasks that lie before us makes it inconceivable that private enterprise, unassisted, can fulfil the social function of house supply.

The practical problem of housing politics, therefore, is how to make the greatest use of private enterprise without relying wholly upon it : how to bring it to a maximum degree of energy that can be supplemented from another direction.

### *THE REAL MEANING OF SUBSIDY*

If houses are to be homes and not merely "a tolerable amount of walled space at a certain sum," they must be designed and constructed in close touch with human needs

and experience. It is not possible to sink much below the standard set by recent legislation for new houses. Further, the building costs, though still declining, can scarcely decrease rapidly or materially below the present price. On the other hand neither can the wages paid for industrial labour rise to such a level as to enable those most deprived of good housing to pay an economic rent and rates to those who provide the house and land. To put it tersely : if  $y$  be the economic rent and rates of the average house, and  $x$  the workman's allocation from his wages for rent and rates,  $x$  will never equal  $y$  in this generation. The only way to make it do so is to maintain and increase the slums. This is unthinkable.

Consequently, the gulf between  $x$  and  $y$  must, for this epoch, be bridged by some kind of subsidy. The efforts of private enterprise, encouraged to its own maximum, must be supplemented from national sources for the simple reason that private enterprise cannot meet the national need. I do not hesitate to look upon the housing subsidy historically as that part of the war cost which is still unpaid. In the dire interests of the nation the building of houses was stopped for five years. Having been delayed in the public interest it must be resumed so far as is necessary, at the public expense ; for the housing of the people is not a private concern but a social function.

The conditions under which the national liability is paid are capable of fruitful examination. "Subsidy" is an unpleasant word and its earlier form in the housing policy was a hasty expedient, yet the principle remains sound, in my opinion. It could be allied to the policy which the Garden Cities and Town-Planning Association is never weary of discussing, namely, a policy of redistribution of population and industry into garden cities at new centres in the open country. When properly administered, it would restore a great part of industry to its rightful status, as I have argued above, namely, to the fulfilment of its double function of private and public service. A building subsidy or a public loan thus granted to encourage, or even to compel, private enterprise to rise to its maximum capacity would be the best investment of national wealth that this generation could discover.



# Progress at Welwyn Garden City

## CONSULTATIVE COUNCIL

WITH a view to securing closer and more personal co-operation between the staffs of the various bodies engaged in the work of creating Welwyn Garden City, there has been set up a Consultative Council consisting of representatives of the directors, staff and workmen of the Garden City Company and its allied and subsidiary organizations. The Council consists of about fifty members and its first meetings have been notable for the cordiality evidenced between the various sections. One of the first acts of the Council was to appoint a Committee to examine closely the question of Housing at Welwyn Garden City, considering the types of houses required by the workers, the possibilities of economy in construction and repairs, the machinery necessary for rapid production on a large scale, and the fixing of rents so as to be within the means of a labourer while giving an economic return on the capital employed. A second Committee has been established to report upon the means that can be adopted to secure continuity of employment for the men engaged in building the city. The Council has also asked for lectures from the Architect, Engineer and other technical experts, in explanation of the work carried out and the problems which have to be faced in further development.

## VISIT OF PRINCESS ALICE

Princess Alice, Countess of Athlone, visited Welwyn Garden City on May 26th, accompanied by the Earl of Athlone.

## NEW ENGINEERING WORKS

Work has now commenced on the first factory to be erected in the factory area of Welwyn Garden City, a site having been taken by W. H. Pease and Co., manufacturers and dealers in heavy machinery. It is expected that the factory of Messrs. R. S. Murray and Co. Ltd., confectionery manufacturers, will be commenced at no very distant date. The excellent position and layout of the factory area, adjoining the Great Northern main line and the Hertford branch line, from which sidings can be given to either side, should ensure rapid progress now that development here has commenced.

## COUNTY COUNCIL SCHOOL

Tenders have been obtained for the building of a County Council School, with 400 places, the lowest tender being £9,030, and the work will shortly be commenced. The school is of the most modern design, every classroom opening on to a veranda, which can in suitable weather be used for open-air teaching. The building is in solid timber construction, with a double infilling of breeze concrete slabs, giving complete insulation to walls and roof. All partitions are readily movable, in order to permit of the reduction of the size of classes when the present wave of "economy" has spent itself. The type of construction adopted is at once cheap and reasonably permanent, so that if necessary it can stand for thirty years, while allowing of rebuilding at an earlier date without excessive loss, to meet the probable changes in educational requirements.





# International Garden Cities and Town-Planning Association

A MEETING of the Provisional Council was held at 3, Gray's Inn Place, London, on Saturday, June 10th, when a number of individual members and organizations were admitted into membership. The Council discussed the further consolidation of the organization of the Association and methods by which its usefulness might be increased and a larger membership obtained. The Council received with pleasure the nominations of a number of affiliated organizations of their representatives on the Council which will take office at the meeting in Rome in September. There are still some organizations that have not appointed representatives, and the Council will be glad to receive the names at the earliest possible moment. The arrangements for the Rome Conference and the tour in Italy were also discussed. It is hoped that the attempts that are being made to place the Association on a firm financial basis will be helped very much by the suggestions that will be put before the members at Rome.

## WORK IN FRANCE

The method of organizing a national movement in France is very encouraging. Seven organizations have affiliated and have joined together to form a French Section of the International, under the title of *L'Association Française pour l'Etude de l'Amenagement et de l'extension des Villes*. The President is M. Louis Bonnier, Inspector-General of Technical Services, Architecture and Æsthetics in the Prefecture of the Seine, and the Secretary is M. Auguste Bruggeman, Professor at *L'Ecole des Haute Etudes*, Paris. The Council welcomes this step and hopes that the example will be followed in other countries.

Two years ago the French movement helped to carry out an excellent piece of work in the establishment of *L'Ecole des Hautes Etudes* in which M. Henri Sellier took an active part. It is encouraging to find that M. Sellier is not content with helping the education of adults in town-planning. The town of Suresnes, of which M. Sellier is Mayor, has decided to place the teaching of garden city principles in the curriculum of its elementary schools. While in Great Britain single lectures have been given to the scholars in evening continuation, public and secondary schools and courses of lectures are given in some of the elementary schools of the United States, notably at Newark, New Jersey, on the planning of the town in which the scholars live, yet so far as we know this is the first instance of the teaching of garden city principles being placed definitely on a school curriculum.

## ROME CONFERENCE

The arrangements for the Conference and Annual Meeting at Rome in September next are in hand, and a full announcement will be sent to members at an early date.

## TOUR TO ITALY

In connection with the Conference, a tour to Italy will take place, starting from London on September 14th, and returning on October 1st. Members from the continent will join the party either in Paris or Milan. The tour is open to all, whether members of the Association or not, and those

who wish to take part in it are asked to send their names as early as possible to the Hon. Secretaries, 3, Gray's Inn Place, Gray's Inn, London, W.C.1. The cost of the tour from London is £38. It includes first-class fares on steamers, second-class on railways, tips, portage on luggage from and to stations, delegate's fee to the International Congresses, and all meals except luncheons in Rome. A limited number of sleeping compartments, at an extra charge, can be obtained for those who require them if applications are received early enough.

Milan, Bologna, Florence, Rome, Pisa, Genoa and Turin will be visited in the order named. Six days will be spent in Rome.

The towns to be visited have been selected because they provide interesting examples of ancient, mediæval and modern town-planning and civic architecture. In each of the towns the party will be met and conducted, and everything will be done to make the tour interesting and enjoyable. In addition, special visits during the stay in Rome are being arranged.

The opportunity of participating in an organized tour of this kind is a valuable one for all those who are engaged in housing and town-planning. Provisional application to be included in the party should be made as early as possible, as the number of participants is strictly limited.

## MR. PROTOPOPOFF

We have received the following letter from Mr. Dimitry Protopopoff of Petrograd, who, it will be remembered, was one of the most active supporters of the movement in Russia before the war. Although building is impossible, he is, with others, continuing educational work, and will be glad to receive literature from other countries. Mr. Protopopoff's address will be forwarded on application to the Honorary Secretaries.

"DEAR MR. PURDOM,—Many thanks for your letter, and for the publications that closely followed the letter. With what pleasure would I take part in the tour of Italian towns? I speak freely the idiom of that country; I have stayed a whole winter in Rome. But even to think about taking part in such a tour is mere luxury for us, who live in one of the limbos which awaits for its new Dante to describe it.

"Housing and town-planning is at a dead stop here. Only the most necessary repairs are being done, owing to the absence of building materials and lack of money. The paper of Dr. J. Guelman about housing in Moscow is true, but all these plans have been 'sicklied o'er by the pale cast of'—practical impossibility to build. And then the immense efforts required for the achievement of the simplest practical work. '*Rien ne va plus.*' But let us stop here, 'and what is writ is writ'—why should I annoy you with laments? We are ourselves sick of them and hope for better days—our geographical situation and the natural resources of our country are a pledge for a busy future.

"Hearty greetings to all English friends of housing reform.—Yours truly,

"DIMITRY PROTOPOPOFF,"



## A Review of Continental Technical Periodicals

IN addition to the periodicals printed in German, to which reference has lately been made in these pages, we receive other magazines which are well worthy of notice.

*Wasmuth's Monatshefte für Baukunst* is a monthly paper of fine proportions devoted to Architecture, while its older companion, *Der Städtebau*, attends to town-planning. A very thorough study of Dutch contemporary architecture appears in Parts 1-2 of the present volume. Our English eye, accustomed to the charm of the country cottage, is caught by the designs of Margarete Kropholler and P. Kramer, while it is a little repelled by the fortress-like buildings of de Klerk and Kromhout. Van Doesburg and Oud supply the shocks from which one must suffer in reading any architectural journal of to-day. A pleasant article on Siamese architecture concludes the number. What has been happening in certain more wealthy circles in Germany may be guessed from the designs of interiors in Parts 7-8, where Futurism, the Russian Ballet, and Cubism seem to have run riot. Happily, peace and rationality are restored by an illustrated article on the dwelling-house in Japan, where utility and sincerity establish an easy conquest over the post-war ravings of Central European bedroom-designers. Parts 9-10 deal chiefly with Settlements (*siedlungen*), and for the first time, in the current periodicals, print photographs of actual accomplishment at Hanover, Cologne, Berlin, and Essen, that are most encouraging.

*Moderne Bauformen*, Vol. XX, 1921, comes from Stuttgart (Verlag Julius Hoffman), and is a remarkably beautiful production overflowing with ideas and examples of architectural and the allied crafts; the coloured plates, produced by a new process, are excellent. Part 2 deals with gardens and external decorations, while Part 3 illustrates the work of Dr. Vetterlin, of Hanover, and Dr. Kotsis of Budapest. Part 5, while chiefly devoted to furniture and interiors, contains some fine plates of new buildings at Mülheim, in the Ruhr district.

*Der Architekt* (Anton Schroll and Co., Vienna) is a very advanced publication giving illustrated notices of Austrian architectural designs of a decidedly original character, such as those of the Kolosseum at Innsbruck, as well as the more familiar style followed in the public buildings designed by Gustav Nolte at Bozen. In Parts 3-4, for 1921, Dr. Berlage and his work are well boomed, while in Parts 5-6 we are taken at a bound into *der zukunft* to learn the houses and public buildings that E. Joseph Margold predicts for us. The furniture we are to live with has its charm, and the tombs that are to enfold us have their solemnity.

*Innen Dekoration*, edited by Alexander Koch of Darmstadt, is, as its name implies, restricted to interiors and, by preference, to those exclusive designs which meet the satiated tastes of frequenters of casinos and large mansions. Some of the furniture illustrated is excellent. The Jan.-Feb. issue costs 26 marks.

*La Vie Urbaine* (No. 12) is notable for its most informative article on "Les Colonies d'habitation de la ville de Zürich," which might be transformed into our technical terminology as "Housing Schemes

in Zürich." The map of the city given at the beginning of the article shows the position of the seven schemes that are discussed, as lying to the west of the town in a semi-circle and fairly equi-distant. They do not happily claim to be a "garden city" taken together or separately; they are mostly blocks of dwellings of three or four stories, nicely situated with plenty of open space, some being very large. Four of the "colonies" were erected by the Bureau of Architecture of the town, and the others by private architects. The work has been proceeding from 1908 and continued to 1920. The cost of the work to the city came to nearly twenty-six million francs. The author is H. Eberlé, chief of the city builders of Zürich.

An article on the "Introduction of large-scale industry to Paris" is followed by another on the "Housing Crisis in Germany," by M. Henri Sellier; as usual, very well informed.

The organization known as "La Renaissance des Cities" has issued a pamphlet called *La Village Modele* in special reference to Pinon, a new village which has been built a little to the north-west of its pre-war site; like many of its sisters, it was reduced to dust and ashes.

*La Cité* closes its year 1921 with a November-December number containing articles by several hands on the various projects for cités-jardins in Belgium, and opens its career for 1922 by appearing as a monthly journal clothed in an orange-coloured cover like our own. January is given to the construction of farm buildings in the devastated districts, which promises some movement from the æsthetic-traditional phase to the scientific-utilitarian phase of agricultural life. There are many indications that Ruskin and his school are out to have it all their own way; having ridiculed the mechanism of the nineteenth century, that of the twentieth century survives and is about to assert itself with remarkable vigour. "L'Esthétique du Machinisme," by Elie Faure, in the February issue of *La Cité*, is a type of the reply we may look for. A world destroyed by science can be recreated by science—so he seems to say.

### SWITZERLAND

We are glad to welcome into the hospitality of our pages two journals from Switzerland. *Gemeinütziger Wohnungsbau*, or Housing Review, published in Zürich, arrives at this office for the first time in its April issue. Its eight pages deals chiefly with the Communal House Building in Zürich for 1910-20, covering the identical schemes referred to in the *La Vie Urbaine* article by H. Eberlé noted above.

An article, began in No. 5 and concluded in this issue (No. 7), on "The Garden City Movement," by L. Katcher, is written with understanding, and is followed by a friendly review of "Town Theory and Practice." *Schweizerische Bauzeitung*, the organ of the Swiss Engineers' and Architects' Unions, etc., comes to us in its issue for December 31st, 1921. Its interests lie largely in building construction. This issue reports the death of M. Otto Sand, the chief of the Building Department of the Swiss State, and gives an excellent portrait.



# Reviews of Books, Etc.

*For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place, W.C. 1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.*

*The Law of Landlord and Tenant.* By JOSEPH HAWORTH REDMAN. 7th edition. 1,000 pp. 1920. Butterworth and Co. £2 12s. 6d. postage 1s. 3d.

Rather late in the day, but still welcome, we have received this bulky book as an addition to our Library. Its immediate contemporary interest lies in the special section containing the "Rent Restriction Act" of 1920, but the whole work, of course, is valuable as a summary of the law on a relationship which is world-wide and destined to remain with us for some time to come, namely, between the owner of a house or land, and the man who lives in or uses it. Both parties may be surprised to learn these relations require a thousand pages to define: yet such is the case. The table of statutes in which the law is contained goes back to the law of distress—significant word—of Henry III in 1266, and happily includes the Housing and Town-Planning Acts of our own day. A table of cases, which form the basis for new decisions, fills 140 pages, and then begins the historical portion of the book. There is a surprising variety of tenures—from the "Tenancy at Sufferance" to "Leases by Estoppel" of which the layman knows little—yet the book is by no means dull or readable only by the expert. It induces the feeling, not that "the law is a hass," but a very patient superman, constructing and defining one of the modes of our existence, and quite prepared to go on till A.D. 2266, at least. We may safely say, moreover, for the benefit of those who look forward to a time when landlords are no more, that *Redman's* or another book like it, will still be needed to define the inevitable relation between those who build houses and factories, control land and those who use them. The increase of law is due to the increase in disorder or complexity of order, or both.

*Sewers and Sewerage.* By H. GILBERT WHYATT, M.Inst.C.E. London: Sir Isaac Pitman and Sons Ltd. 1921. pp. 118. 2s. 6d. net.

This useful little primer suffers, in some degree, from the defects of its qualities. It is concise, practical, and packed with generally safe and reliable information. The limits of its size, however, compel a somewhat dogmatic treatment and prevent the inclusion of some necessary qualifications. It is asserted, for example, that a 12-in. sewer laid to a gradient of less than 1 in 205 will require cleansing and flushing periodically, but, in fact, sewers of this size are successfully laid at much flatter gradients and carry large volumes of sewage continuously without attention. A noticeable point is the surprisingly small volume of surface water (less than three times the dry weather flow) which, it is estimated, will reach the sewer from "town-planned"

areas during heavy storms, and here also, a little qualification might possibly have been made.

The author expresses a modern and enlightened view of questions of sewer ventilation and the use of intercepting traps, and his book is to be commended alike to the student and to some engineers of the older school.

*Concrete Work.* By WILLIAM K. HATT and WALTER C. VASS. Vol. II. 206 pp. 1921. John Wiley and Sons, New York, and Chapman and Hall Ltd., London. 10s. 6d.

Wider in scope than Mr. Twelvetrees' book reviewed some months ago this volume covers all aspects of concrete engineering. Its aim is to aid self-development of workers in concrete and students in engineering, and inasmuch as a great part of the world that man is reconstructing will be built of concrete, we can easily agree with the author's statement of the importance of the subject dealt with. The method employed is direct instruction from the very beginning in the use of the T-square, the triangle and the scale, passing on through a series of numbered paragraphs to the end of each section or, as it is called in Americanese technology, each "job sheet." The instruction is so simple, leaves nothing to chance, presupposes no technical knowledge, that if students will follow on to the end they are bound to know a good deal about concrete work both theoretically and practically. The illustrations and diagrams are lucidity itself.

*Agricultural Drawing and Design for Farm Structures.* By T. E. FRENCH and FREDK. W. IVES. New York: McGraw-Hill Book Company. pp. 127. 10s. 6d. net.

Agriculture, like other occupations, is becoming more and more subject to the discipline of science. One does not now become a successful farmer by loafing about in a farmyard and working by rule of thumb; at any rate, the authors of this book, professor and assistant professor respectively in Agriculture at the Ohio University, do not cater for such casual mortals. Like the writers of the book just mentioned, they are thorough and leave nothing to chance, beginning with the T-square and the triangle and actually representing in a picture the momentous feat of "drawing a vertical line." The technique of lettering is taught in Chapter II, closing by a list of authoritative "don'ts." The book goes on to form structures and lay-outs for buildings, and in its way connects surveying with architecture and even with parts of town-planning. If by such books the youth of America are being led over the period of agricultural training, they should do well in practical work.



# Notes and News

## PRESENT POSITION OF NATIONAL HOUSING SCHEME

The position of building under the National Housing Scheme was as follows, on June 16th, 1922 :

|                      |         |        |         |
|----------------------|---------|--------|---------|
| Tenders approved ... | 165,618 | houses | 165,112 |
| Contracts signed ... | 161,227 | „      | 160,757 |
| Houses commenced ... | 156,869 | „      | 154,763 |
| Houses finished ...  | 115,899 | „      | 107,661 |

The figures in the right-hand column show the position on May 12th, as published in the June number of this Journal. The figure given in the first column should be qualified by the statement that those showing the number of houses commenced and finished represent the position on June 1st.

*Progress During the Month.*—In the four weeks ending June 16th, tenders were approved for 725 houses.

*Further Houses Authorized.*—The Ministry of Health have authorized Local Authorities to obtain tenders for a further 8,137 houses.

*Public Utility Societies.*—There is practically no change in the position from that reported in the last issue of this Journal. The number of houses finished and ready for occupation in Public Utility Societies' schemes is now 3,892.

*Grant under Additional Powers Act.*—Certificate A has been issued for 42,137 houses. The number of houses actually completed under the grant was on June 16th, 35,044, involving an expenditure of approximately £7,975,000. The figures under this heading are of particular importance this month, as June 23rd was the date by which houses had to be completed to qualify for assistance under the Additional Powers Act. The total number of houses completed as given above, can only be slightly exceeded, and it appears, therefore, that something like 6,000 houses, for which Certificate A has been granted, will not be proceeded with.

*Cost of Houses.*—The corrected figures of the average price of houses in approved tenders for the first five months of the year are as follows :

| Month.       | A type. | B type. |
|--------------|---------|---------|
| January ...  | £494    | £560    |
| February ... | 494     | 518     |
| March ...    | 436     | 513     |
| April ...    | 395     | 446     |
| May ...      | 389     | 414     |

The lowest tenders yet approved by the Ministry are those given in the last issue of this Journal, namely, at Nottingham and Penypont.

## WOMEN AND HOUSING

The following resolution has been passed by the Consultative Committee of Women's Organizations, the officers of which are Lady Astor, M.P., Lady Galway and Miss Picton-Turberville, O.B.E.

“ That the constituent Societies of the Consultative Committee note with grave concern the continued prevalence of overcrowding in rural districts, and desire to draw the attention of the Minister of Health to the Resolution passed by this Committee on January 11th last, urging local authorities to refrain from selling building sites already acquired

by them. Further, seeing that it is impossible for private enterprise to provide houses at a rent which the rural worker can pay, they urge the Minister to give the same facilities for carrying rural schemes into effect as are being given in the case of urban schemes.”

## LETCHWORTH

During the past few weeks Letchworth has been looking its best, and the thousands of trees planted by the First Garden City Ltd. help to beautify the various roads and avenues.

Letchworth is being visited by a large number of people from the four corners of the globe, most of whom are amazed at the amount of building going on in the town. Under the Urban Council's housing scheme 496 cottages are finished and 211 are fast nearing completion ; shops, a handsome bank, and private houses, are springing up in all directions, and a number of new schemes, in which the townspeople themselves are interested, are being considered. Schemes for future extensive development, in order to cope with the demand being made upon the Company for sites, are being planned, and within a measurable space of time large areas of the Estate should be practically completed.

The residents continue to show great keenness in providing funds for churches, public buildings, etc., and it is interesting to record that at a Fair held a few months ago, on behalf of the new hospital building, over £2,000 was raised. At a Bazaar held quite recently on behalf of the Free Church, £600 was collected ; and at the village of Willian (which forms part of the Garden City estate) £300 was taken on Whit-Monday at a fête convened to provide funds for a church in the town portion of Willian parish.

Last month the local Golf Club invited twenty-eight well-known professionals, including Abe Mitchell, Geo. Duncan, Alex Herd, etc., to take part in a 36-hole Medal Competition, which was won by Abe Mitchell. The competitors were particularly pleased with the Course and especially the Greens, and expressed admiration at the trim and neat condition in which the Golf Course is kept.

It is pleasing to note that Mr. C. F. Ball, J.P., Chairman of the Letchworth Urban District Council, who has worked so effectively for the welfare of Letchworth during the past sixteen or seventeen years, has been elected a member of the Herts County Council.

## VISITORS

Among the many visitors to the offices of the Association during the past few weeks we have been pleased to welcome Mr. C. H. Whitaker and Mr. Clarence Stein, Editor and Associate Editor, respectively of the *Journal of the American Institute of Architects* ; Professor G. B. Zug, Department of Fine Arts, Dartmouth College, Hanover, U.S.A. ; Mr. Oji Oka, Dairen, Manchuria ; Mr. Kuniakiri, Tokyo ; Mr. F. P. Keppel, New York City Planning Committee ; Mr. H. S. Brainherd, New York ; and Mr. F. Decker, Zurich.



# GARDEN CITIES & TOWN-PLANNING

INCORPORATING · THE · HOUSING · REFORMER

Editors: WILLIAM L. HARE and W. McG. EAGAR

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## Editorial Comments

WHILE housing lies in the doldrums town-planning goes smoothly, if not swiftly, on its course. During the last month important reports have been made by Professor Abercrombie on town-planning schemes for regions so dissimilar as Doncaster and Stratford-on-Avon. The term "regions" is used advisedly, for in neither case has it been possible to confine the problem to the territory of the Local Authority primarily concerned. The area considered at Doncaster is 169 square miles in extent; for Stratford-on-Avon it is thought sufficient to include all parishes within a five-mile radius. These reports raise issues of peculiar interest, and it is much to be hoped that they will be made available for general reading and discussion. But the point to be emphasised is that no satisfactory town-planning scheme can be made within the framework of a single local government area. A town-planning authority must regard considerations which overleap administrative boundaries: it must lose itself to save itself. Regional planning is not a corollary of town-planning; it is implicit in the enunciation of the problem and must be explicit in any satisfactory demonstration of its solution. For this reason the rapid increase in the number of Joint Town-Planning Committees in various parts of the country is of particular interest and importance, and the spread of the spirit of co-operation thus testified is undoubtedly putting the basic principles of the garden city and satellite town movement within easier reach of public intelligence.

### TACT AND PROPAGANDA

For the spread of this happy spirit much credit is due to the way in which the officials of the ministry of Health and the officers of the Local Authorities are performing their duties. They are administering a compulsory Act, and the Englishman is apt to shy at compulsion without study of the merit of the thing compelled. Many of us would be restive as tenants even of the New Jerusalem if we were compelled to live in it or to sacrifice to its perfection some private interest or cherished scheme. Yet town-planning at present "enjoys a good press," and is, perhaps, in most danger of becoming a thing of which all men speak well. It is certain, however, that opposition will arise, here to some local provision, there to the whole principle. Men who have shown no aptitude for being led will howl with rage at finding that they are being "druv," and before that cry is heard it is imperative that the purposes of town-planning should be expounded and its methods explained to all who wish to see a practicable path laid down to a worthy goal. The public demand for a solution of the housing problem, by the building somehow of new houses and the demolition somehow of slums, is again becoming irresistible, but—*housing is not enough*.

### THE HOUSING POSITION

Yet, unfortunately, it is still true to speak of the Housing Position rather than of the Housing Movement—at least in the political sense. Like Mr. Punch's lark, "'e can't get up, and 'e



## GARDEN CITIES AND TOWN-PLANNING

can't get dahn, an' 'e ain't 'arf 'ollering," Sir Alfred Mond hangs suspended in the political ether, unable to rise to a housing policy, unwilling to descend to the hard ground of housing need, and emitting all the time a carol of delight at his success in lowering prices. Beneath him, perched conveniently on the withered Homes-for-Heroes tree, Sir Charles Ruthen chants even more blithely than his chief. The burden of their song is that every day and in every way houses are getting cheaper and cheaper and that the eastern sky is rosy with a new dawn of private enterprise. This song sounds painfully shrill to all who know that the supply of these cheaper houses is not a tenth of the country's normal need, that they are in some points of a standard grotesquely inferior to those now being completed, that even at the prices which are so much advertised their economic rents are out of all proportion to present wages, and that there is no prospect whatever of the speculative builder attempting to meet the bulk of the present needs. But when Sir Charles Ruthen attempts to harmonize with this shrill and unsatisfying song the contradictory strain that since the date of the change in housing policy more houses have been completed than ever were built before in this country, he surely presumes too much on the crassness of the public ear.

"Between April, 1921, and July, 1922," runs his claim, "107,000 houses were completed and tenanted. The output of the last fifteen months is greater than that known in any year in the history of the country." It is hard to believe that a comparison between fifteen abnormal months and twelve normal months is meant to be taken seriously, or that any real study has been made of the actual annual output of dwellings before the war. There is evidence that the normal annual increment in dwelling houses up to 1905 was not less than 120,000. The increment now necessary, if the slum problem is to be dealt with at all adequately, is greater still. But it is positively indecent for the present Minister of Health to claim credit for the results of the policy which he took office in order to quash. We are not concerned to defend the housing policy of his predecessor, but it is only fair to point out that at the beginning of the fifteen months' period which produced the 107,000 houses boasted of there were 85,000 houses in various stages of construction, a large proportion of which were waiting only for tiles to be completed. At the end of the fifteen months' period there were just over 30,000 houses under construction. The number now is less than 26,000. At the end of this year it will probably be not more than 10,000. The results of the policy instituted in 1921 will become apparent during next year: by them, not by the belated harvest of what was done in 1920, will the present policy be judged.

### THE SOCIAL BAROMETER

Newspaper cuttings are no bad barometers of public feeling, and they show at present a steady rise of pressure on the Housing question. A year ago housing news was at a discount in all newspaper offices. Editors knew that their readers were sore, disappointed and angry. Now space is freely given to cases of overcrowding and homelessness, and to the views of all and sundry who have remedies to propound. It would be easy to fill this number of the *Journal* with woeful extracts, representing the whole gamut of journalism from the *Daily Herald* to the *Morning Post*, and from Aberdeen to Penzance, and another number with quotations from the reports of Medical Officers of Health, who, with a unanimity not always to be found in the medical profession, declare that unless the shortage of houses can be made good the advance in public health which the records of this century show, must be reversed.

The general death-rate of this country in 1921 was the lowest on record. This is a fact, and, like so many facts, misleading if baldly stated. In comparison with other years the crude figure has to be corrected for the proportion of age-groups to the total population and for a variety of other factors, and those who are interested in this question and inclined to draw rash, but comforting, deductions from the country's vital statistics would do well to study the brilliant series of articles on Population in No. VI of the *Manchester Guardian Commercial*. Analysis of the figures in most districts shows that the lowering of the phthisis death-rate has been arrested, and that the infantile death-rate, in spite of the growth of maternity-care work, shows a tendency to rise. Babies are not now dying in large numbers from sheer maternal ignorance. They are dying in large numbers from public apathy as to the homes in which they live. In Newcastle-on-Tyne the infantile death-rate per 1,000 last year was in one-room



dwellings, 198 ; in two-room dwellings, 175 ; and in three-room dwellings, 111. The housing shortage compels families, who could afford ordinary rents for ordinary houses if obtainable, to herd together in single rooms. In Bradford tenants are paying 7s. per week for furnished cellar dwellings of one room, which have been declared uninhabitable. In Pimlico furnished basement rooms are let at £1 a week to families who have their own furniture in store. At Malden, in Surrey, fowl-houses 12 ft. by 8 ft. by 5½ ft. are being used as bedrooms. In Durham the County Medical Officer of Health reports that his county is in a very much worse position now than in 1914; that in the Consett U.D. 41 per cent. of the houses inspected, including practically all the houses containing tuberculous patients, were overcrowded, and when asked by an interviewer what was the first and foremost need in the county in the domain of Health, he replied "Housing." "And the second need?" "Housing." "And the third?" "Housing." Nor is it merely a matter of physical health. A County Court judge has declared that a morning spent in an urban County Court is enough to convince anyone that the housing shortage is causing moral as well as physical ill-being. His opinion is endorsed by religious leaders of every denomination, and we understand that their views will shortly be very strongly expressed.

## PLANNING FOR CHEAPNESS.

Elsewhere in this number we reproduce the plans of the "Houses at £299" which have been spoken of so loudly as samples of the fall in prices. That these houses fall very short of the Tudor Walters' standard is obvious at a glance. It was not, in fact, possible to maintain that standard when the Addison policy was in full swing, and it would be idle to clamour for the maintenance of that standard now. In face of the fact that it is better to have small houses than no houses, the points demanding urgent decision are, firstly, the absolute minimum of space, convenience and amenity which can be allowed, and secondly, the method by which that minimum can be prevented from becoming a maximum. As to the price, the simplest calculation from current rates of wages will show that £340—that is the all-in cost of these houses—is still much too high to enable the speculative builder to cater for the ordinary weekly wage earner. It is vain to think that houses, which are beyond the means of the men who build them, meet the working class demand. An example came recently from the provinces of a bricklayer who became the tenant of a house which he himself had helped to build. While the work was going on his wages were 1s. 10d. an hour. The rent of the house including rates was 22s. His rate of wages has been dropped to 1s. 6d. per hour; his rent remains stationary. He is being asked, that is, to pay one-third of his income in rent. The standard proportion of rent to wages in England is between one-fifth and one-sixth. The moral of any such calculation applied to the cost at which houses must be produced is that we need a very large number indeed of houses of which the effective cost is not more than £275 and a larger number still at £175. Here is the real crux of the Housing problem. We may dislike anything which looks like, or sounds like, a subsidy, but if wages do not rise we must accept a subsidy as the one means of filling the gap between actual costs and effective cost, that is to say, between the sum paid to the builder and the sum on which the occupier's rent is based.

## THE INTERNATIONAL GARDEN CITIES AND TOWN-PLANNING ASSOCIATION

The International Garden Cities and Town-Planning Association, originally initiated by several members of the British Association to promote garden city principles in other countries, has taken a big step towards establishing itself as a federation of organizations throughout the world having aims kindred to our own. The Provisional Council elected at its Conference at Olympia last March, has taken one of the rooms at 3, Gray's Inn Place, as its office and appointed as Organizing Secretary, Mr. H. Chapman, formerly Librarian of the British Association. This Journal will continue to be used by the International Association as its official organ, and the Library of the British Association will be available as heretofore for the use of members of the International. We have every hope that the new development will enable the International Association to do work even more valuable than it has in the past for the garden city cause.



# The Practical Cost Method

By ERNEST B. BETHAM.

*(In the last issue of the JOURNAL we criticized certain views put forward by Mr. Ernest Betham in his lecture, "The National Housing Policy: a common sense view." It was naturally impossible, in calling attention to points on which we differed from Mr. Betham, to do justice to the whole of his contentions, and we are particularly glad to print the following article by Mr. Betham, whose practical knowledge and constructive interest in housing is known to many of our readers. It seems to us of first importance that his theory should be fully stated, even though there may be difference of opinion on certain details and implications.—THE EDITORS.)*

THIS subject derives its particular importance from the fact that the Housing question is vitally enclosed by the money question. The prohibitive cost of working class (i.e., quantitative) housing gives to any method by which the needed houses could be produced, or more generous accommodation supplied for a fixed sum, a strong claim for sympathetic examination and publicity.

Broadly put, the method is freedom from that conventional architectural procedure which has sprung from building experience, fundamentally different from that of quantitative housing, in which the only real problem is cost. The method does not remove quantitative housing from the influence of architects—it is the conventional procedure which has done that—but it gives the architect scope to make full use of the competitive housing market and the human factor, and it adjusts his remuneration to the always present limiting condition of finance. That is, it increases fees in proportion to results obtained and does not, as does the conventional procedure, penalize skill by lessening fees in accordance with the success achieved in lessening cost. It makes possible a house which combines the relative bigness of the speculative builder's house with architectural merit.

Had freedom of the nature described been allowed at the outset of the Government Scheme the deluge of 1921 might not have been provoked. Such a suggestion may, I fear, appear surprising in some quarters, and it will be of service to point out that the State Scheme of 1914, which was stopped by the war, would have been administered on lines approximating to the practical cost method, as the following excerpt from Mr. Runciman's speech, in introducing the Government's Housing Bill, makes clear:

I think we might be well advised in not wiping off local builders by putting before them a long specification. We can almost get all that we require without putting before them thirty folio pages of conditions. The local builder is afraid of a long bundle of sheets of paper, and in many cases good work has been obtained without laying down elaborate conditions, and without these surreptitious clerical aids. In some instances the only contract between the builders and those who paid for the cottages is on half a sheet of notepaper.

Mr. Runciman's Bill related to rural housing, which, even more than urban, bristles with difficulties of cost. It is to be inferred that his decision to steer clear of stereotyped procedure was the result of exhaustive inquiries as to the most practical measures for an effective scheme. Lest it might be thought that only rural schemes could benefit by avoidance of the conventional way, it may be stated that the practical cost method works equally satisfactorily for urban housing. Illustration A gives two blocks from a scheme of several hundred cottages for munition workers, built under the method in 1914-15. A duplicate of this illustration appeared in *The Nation's New Houses*, edited by Mr. Raymond Unwin, and published in 1919 with a foreword by Dr. Addison. (It is, perhaps, unnecessary to say that its inclusion in the said publication, has no relation to the method which produced it or to its cost; presumably the distinction was due to its presenting a well-designed type of concrete cottage).

It must be noted that in February, 1921, the Ministry challenged the whole of the existing arrangements by the setting up of the Holmes Committee of Inquiry. Of a change of policy there had already been signs, one of which affected me while on the Ministry's temporary staff at F region. I was one day informed by the Commissioner (Major Douglas Wood) that a chief official at Whitehall had expressed the wish that,





(A) Houses for Munition Workers

Reprinted by permission from "The Cheap Cottage and Small Home," by Gordon Allen (B. T. Batsford)

authority received from the Ministry. Further advocacy of the method therefore, can hardly be construed into an "attack on the Ministry," nor can it have any except a constructive bias. That advocacy certainly is not concerned with pruning a dead tree by dealing with causes of high cost due to an abnormal time, but it is bound to single out for scrutiny the one contributory factor to that high cost which was in

setting the conventional procedure aside, I should see whether good results could be obtained by a method which I had proved successful before the war. The outcome will be given later by typical instances, but it may be mentioned here that the Holmes Committee's Report, subsequently issued, included among its recommendations the following:

That there be encouraged the method of obtaining lump sum prices for the erection of houses complete in accordance with plans—probably adjusted plans of houses already in existence which the builder has previously erected—and simple specifications, and finished in a manner equal to an existing house which may be taken as an example.

The Report also states that:

In certain cases economical tenders have been obtained for houses of suitable character, particularly in rural areas, by encouraging builders to come forward with plans of houses, the building of which they thoroughly understand, and the cost of which they feel able to assess and to give an estimate for these plans on a simple specification. Having arrived at this for a basis, necessary modifications or improvements in the plans have been introduced in conference one by one, the price being at the same time modified accordingly. In this way economical houses of a satisfactory type have been obtained.

As a report of the results of my work under the special instruction referred to was asked for by the Committee, and an article appeared in *Housing* with details of some of the instances, it may be inferred that the two excerpts given had some direct relation to my application of practical cost lines, under the

no way due to post-war conditions, namely, the conventional procedure made compulsory during the first two years.

The position of architectural experience is put concisely by Mr. Unwin in the third paragraph of *The Nation's New Houses*, when he says,

In the past, with few exceptions, the architects have devoted their knowledge and skill to the building of large mansions, while the houses of the people have been left to the mercies of the speculative builder.

In view of this, could there have been any clearer instance of the human tendency to apply old practice to new conditions than the action which in 1919 rigidly and ubiquitously enforced for quantitative housing (which is, in regard to its accommodation, practically the countless repetition of the same dwelling, and that of the simplest kind) a costly procedure built up for mansions, county halls, and the like complex erections, each of which presents an individuality of structure unfamiliar to the builder, and which he could not carry out without the most exact and minute directions on all points? The only factor omitted by that specialized procedure, is the one of prime importance to quantitative housing, and upon which its very existence depends, namely, economic cost.

It is necessary to make these points in order that the practical cost method may be considered in the right perspective. Con-





(B) A Group of Four Houses

cluding them, I would add that the statement advanced in defence of the figures for the 176,000 houses that their curve of price showed less of a rise than that of some other main products does not prove that the houses were not unnecessarily expensive, for it omits the facts that they steadily decreased in size as they increased in price, that a Committee of Inquiry was set up and recommended other processes of production, and that the heightened cost brought the supply—though still urgently needed—to a sudden collapse. This was not the case with the other commodities. Chief evidence of all that the curve of price argument is a fallacy, is the fact that in instances where the practical cost method was tried there occurred an immediate and considerable drop in cost, coupled with the provision of larger houses.

*Original Instance of the Method, 1912.*—It had been found impossible by ordinary architectural procedure to obtain houses large enough, and tenders low enough, for

cottages required for a group of families to be settled on the outskirts of an agricultural village on the edge of the Fens. Houses had been recently put up in the district by the speculative builder. One pair of these was selected as basis for cost and cubic space. No difficulty was found in revising cottage without seriously disturbing the basic price. The cottages produced each contained a living-room 16 ft. by 12 ft., a parlour, larder, scullery, small barn, etc., and three bedrooms. Cost, inclusive of outside work, fencing, well, etc., £150. Rate of wages, standard of

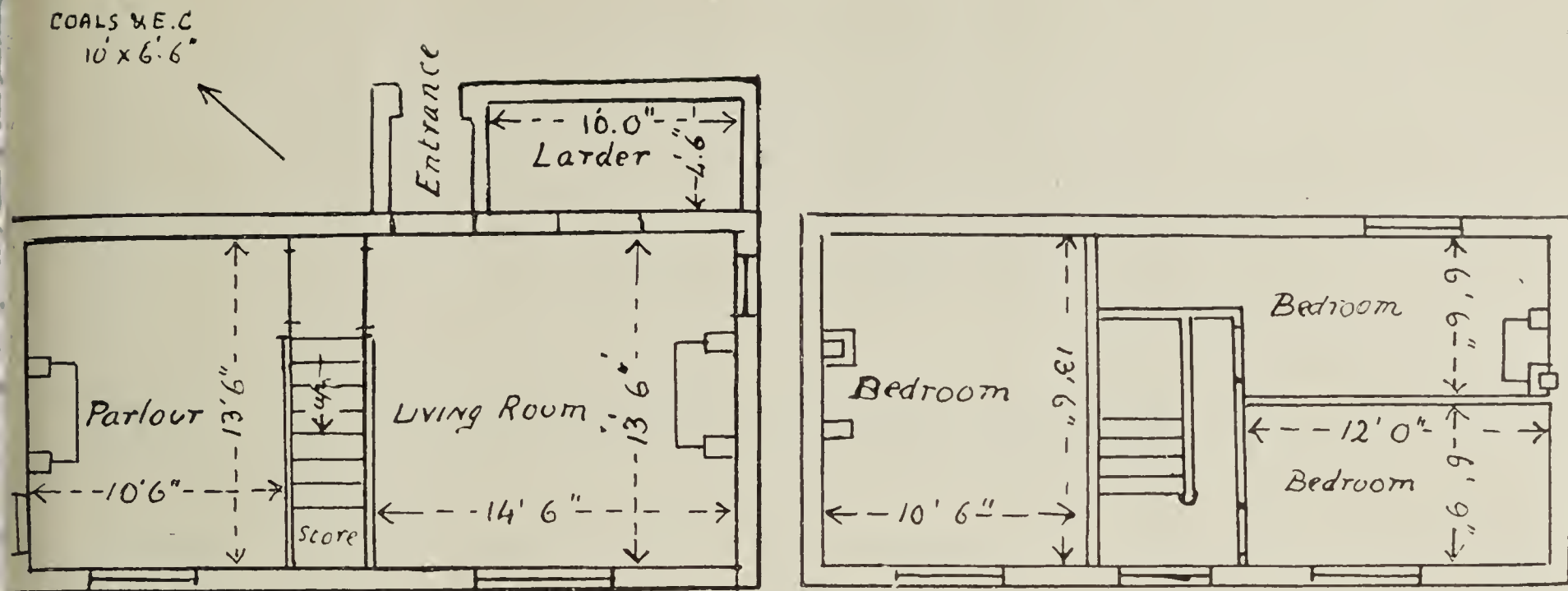
locality. This group was inspected and approved by Mr. Runciman's Advisory Committee, which included Mr. Cecil Harmsworth (chairman) and Mr. Raymond Unwin. In this instance as in all others under the method, it was not a choice of the cheapest among several grades of cottages—*there was no choice except between these cottages or none at all.* The accommodation was in excess of that which would have been provided by the architectural plans which failed to secure tenders within the limit of the capital available. The cottages were inspected during building by H.M. Office of Works (for the Public Works Loan Board) and approved.

*Urban Instance, 1914-16.*—Houses for munition workers. Illustration A shows some of these. After



(C) A Group of Four Houses





(D) Plan of Ground Floor and Bedroom Floor of a Cottage

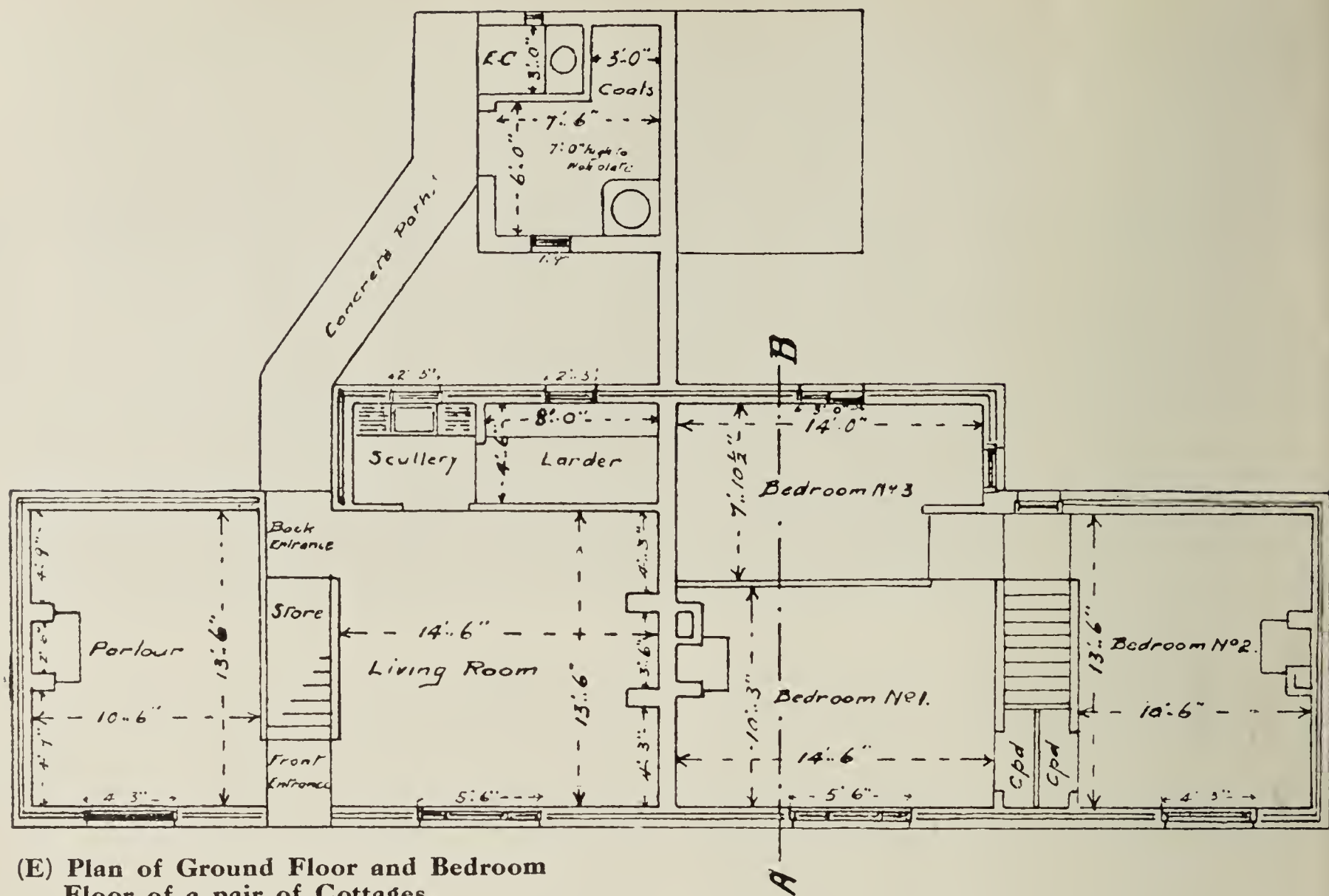
trying every kind of architectural plan to secure a cost which would conform to the financial limits of the development, a likely builder was asked to draw up his own plan, showing what cubic space he could provide for a specified sum. Externally, the plan he produced was the reverse of charming, but the structure was sound, the cubic space satisfactory, and the cost right. The skill of Mr. Gordon Allen, F.R.I.B.A., easily transformed the elevation into an artistic one, and by his grouping and variations of gables, roofs, etc., the three hundred houses (all practically of one interior accommodation, comprising living-room, parlour, scullery, etc., and three bedrooms) secured harmonious variety. A moderate fixed scale of extra cost was agreed with the builder for these variations. This start gave the key for the cost of the remainder of the houses on the estate (600 in all). No Bills of Quantities were employed other than such as the builder may have got out for his own private use. This development was inspected during building, and approved, by a deputation from Letchworth with Mr. Gaunt. It was also visited and commended by Sir John Burnett. Plans, and the houses during building, were inspected and approved by H.M. Office of Works (for the Public Works Loan Board).

When I was requested to try the method for Ministry schemes in the district of Region F allotted to me, it was somewhat late in the day. The conventional procedure, backed by the then authority and the subsidy, had been in operation for two years, and builders had become habituated to high prices. Moreover Local Authorities' architects had given much time to the preparation of plans, most of which had been or were being built to; to ask them to change horses mid-stream was not a very sympathetic proposition to put. However, there were some Authorities who, having prepared schemes, and proceeded

with building, became so antagonized by the rising cost that, while fully admitting the need for more houses and wishing to meet it, they anticipated the Ministry's subsequent action, and called a halt. These were in rural areas, which always have the worst difficulties to encounter in housing. Obviously these could be trial places, and they were tried with definitely satisfactory results. It is necessary to add that, though my district was mostly agricultural, it contained a few fair-sized towns, and that in a little while steps were on foot to try the method in some of them. The break occurred before this was possible, but there is little doubt that the principle of action inherent in the method would have operated in their instances with the same success.

Negotiations with the builders were chiefly carried out by the Authorities' acting architects. Statements made that the method requires exceptional gifts for negotiation and can, therefore, be of no general service, are about as balanced as it would be to say that an official who, having to provide a large quantity of uniforms for blue-jackets, went to clothier towns like Leeds or Bradford for them, instead of to Bond Street, displayed exceptional commercial talent. As a matter of fact, anyone with common sense, and who is so aware of the immediate need for houses for poor men that he puts their production above all other considerations (except that of finance, which he cannot) may operate along the lines of the method.





(E) Plan of Ground Floor and Bedroom Floor of a pair of Cottages

*Instances under the Ministry Scheme.*—Illustrations B and C. Local authority had passed resolution to build no more houses for the present on account of high cost. Upon having the method outlined to them they expressed their complete agreement with it, rescinded their resolution, and instructed their acting architects (Messrs. T. Lake and G. Dickenson) to proceed on the new lines. Illustration B shows a pre-war block. The builder undertook to reproduce the same amount of cubic space, subject to revision of design to be agreed with the architects, for £625, which included for all outside work and cartage. This was the lowest tender in the Kingdom at that time, and represented a fall of over 25 per cent. per house against the last accepted local tenders for non-parlour houses. Illustration C shows the cottages as built. The revision included:

1. Lower pitched and hipped roof with deep eaves substituted for the straight one.
2. The copper, while not being cut off from the central flue, was moved from under the main roof to the back addition.
3. Scullery was arranged in back addition, and the internal walling on ground floor was readjusted to allow for the inclusion of a parlour.

The revised plan fulfilled the Ministry's requirements in regard to room areas and cubic contents, and was officially approved.

*Illustrations D and E.*—Cottages were agreed by the local authority for a particular village, but no acceptable tenders on official plans and procedure could be obtained. The authority's acting architect

(Mr. C. Whitworth) then negotiated with a local builder on the lines of the method, taking a detached cottage the latter had built for a farmer as a price basis. (Plan D.) A price was agreed which could be accepted, the specification in this case not filling one side of a sheet of foolscap. Plan E shows the revision, which included the following:

1. Pantile roof to be hipped and have sprocket eaves.
2. Wide style windows to take the place of the exclamation mark sort in the existing cottage.
3. A front entrance to be supplied and internal arrangements, stairs, etc., to be adjusted thereto. (The original cottage had only one entrance at the back.)
4. Wall of lean-to at back to be carried up, and roof extended in order to increase bedroom space.
5. Pairs to take the place of detached cottages.

The architect pencilled out a plan embodying the above, and, in consideration of the saving made by having pairs instead of singles, etc., the builder put in a revised estimate at only £10 more per cottage, i.e., £750 inclusive of underground rainwater cistern (Fen district), cesspool, and drainage. For paths and fencing £12 10s. was required, making the gross total £762 10s.

At this time tenders in the district for parlour type houses were in the proximity of £1,000.

In conclusion, I may say that some of the most capable architects known to me approve thoroughly of the principle of the method.



They realize the limiting condition of finance ; that the experience of producing houses on quantitative lines belongs to the builders ; and that there is a stern requirement for the immediate righting of conditions which exist not as the result of private enterprise but of public apathy. That rectification means the supply of an elementary need—a hearth and interior of healthful rooms to allow both for daily convenience and that the hours of birth and death shall have a human setting. Though the contraction of finance may force these dwellings externally to be of Quaker-like simplicity, they need not necessarily dis-

please the eye, and the planting of garden fruit trees as landlord's fixtures would both adorn and bring profit, while costing comparatively nothing.

Even when the allowed capital outlay for quantitative houses approaches the generous side, it is never enough to secure the perfect dwelling, and something has always to be left out. The point is, what is to be left out, and whether room accommodation is not the most precious thing to conserve, bearing in mind that the amenities envisaged by the Housing Acts are those paramount ones, vigorous and self-respecting human beings.

## Lord Northcliffe

**M**OST readers of this JOURNAL will know that Viscount Northcliffe was one of the earliest among distinguished public men to give practical support to the garden city movement. His passing brings back again very vividly recollections which my mind has often dwelt upon with real pleasure. Immediately after the publication of the prospectus of the Garden City Pioneer Company, in July, 1902, I received a personal letter from Mr. Alfred Harmsworth telling me that he had subscribed £1,000 to the company, and wishing the enterprise the best of good fortune. On the following Monday he sent me a telegram: "I am giving you £250 worth of free advertisement." To this promise was given next day more than full effect by a full-page advertisement in the *Daily Mail*; and a few months later the gift was repeated. His interest in the garden city movement was no passing whim, or fleeting enthusiasm. He introduced me to his brother Cecil, who has been such a redoubtable champion to our cause (and such a dear personal friend to myself), and later asked him to pay a special visit to Letchworth to write an article which appeared in the *Daily Mail* under the title of "A Man and His Book." Again, when I wrote a short article for the *Daily Mail* about the Homesgarth Co-operative House-keeping Scheme, he sent Twells Brex to Letchworth to write another article for the *Mail*, which appeared under the title of "How to Save the Home."

In February of last year I called upon Lord

Northcliffe at his villa in Cannes and had a little chat with him. He was then undergoing special medical treatment, but he spoke most enthusiastically about the future of aviation, and expressed the view that the day would probably soon come when great newspapers would be printed in a more central part of the country, under far better conditions, and would be distributed by aircraft with the greatest rapidity. His reason for speaking to me of aviation may, perhaps, be best explained by an extract from a leading article in *The Times*, which was, I felt, inspired by him:

"The flying machine, when it becomes of practical use, may cause a revolution in transport even greater than the revolution caused by railways, and there is reason for hoping that that revolution will be in the direction of what is good, leading to a healthy diffusion of the people. We must be ready, then, with our ideal of the small town of the future, and we must have the determination to make that ideal come true. For civilization consists, not in the perfecting of any kind of machinery, but in the use of machinery as of everything else, for the realization of ideals."

Lord Northcliffe was above all a practical man, an unrivalled master of means. But he saw the ends which means should serve: he had ideals of his own, yet was alert to catch the ideals of others. And those who work for any ideal can have no truer cause for gratitude than help given towards its realization.

EBENEZER HOWARD



# The £300 House

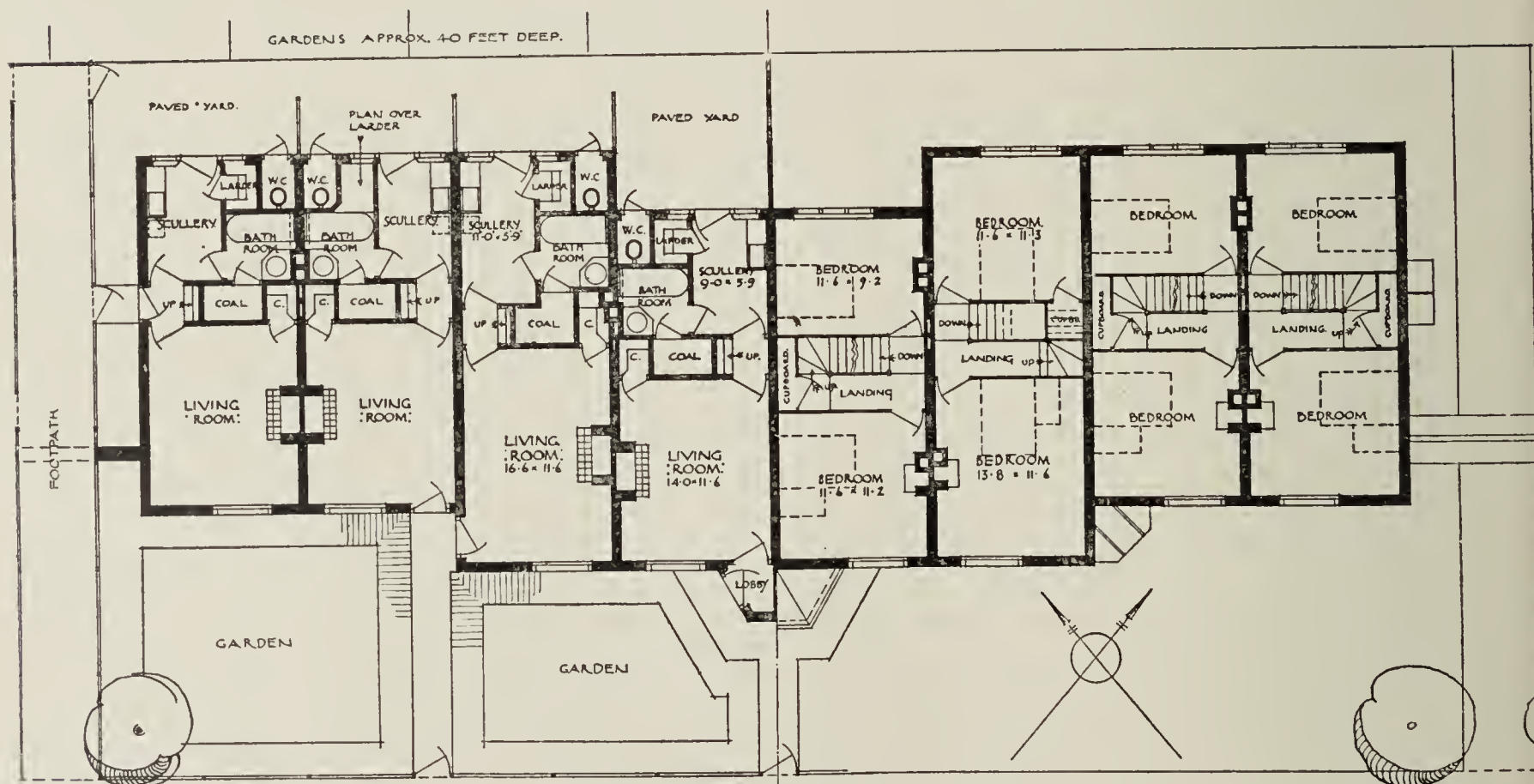
**H**OUSES are actually being produced at Nottingham and Leicester to tenders of £298 18s. 9d. and £299 respectively. Comments on the Nottingham type of house have already been made in this JOURNAL, and readers will find the plans given below well worth studying. Whatever criticisms may be made of the plan, it must be remembered that the houses were planned with conscious sacrifice of housing ideals in order that even *consule*

*Mondo* the severity of Nottingham's housing famine might be mitigated.

Leicester's attempt to solve the problem has produced a plan fundamentally different from Nottingham's. The Leicester house, whatever its merits—and they are many—has little external amenity, and it is difficult to see how, with this type as a unit, a satisfactory lay-out can be achieved. Councillor Wakerley, the designer of this type, is Chairman of the Housing and Town-planning

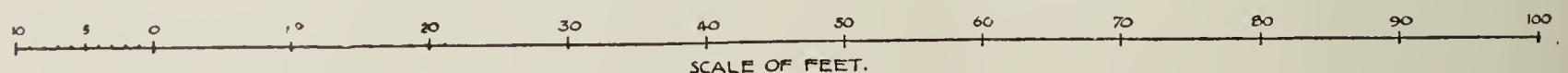


FRONT ELEVATION



GROUND FLOOR PLAN

FIRST FLOOR PLAN





# THE £300 HOUSE

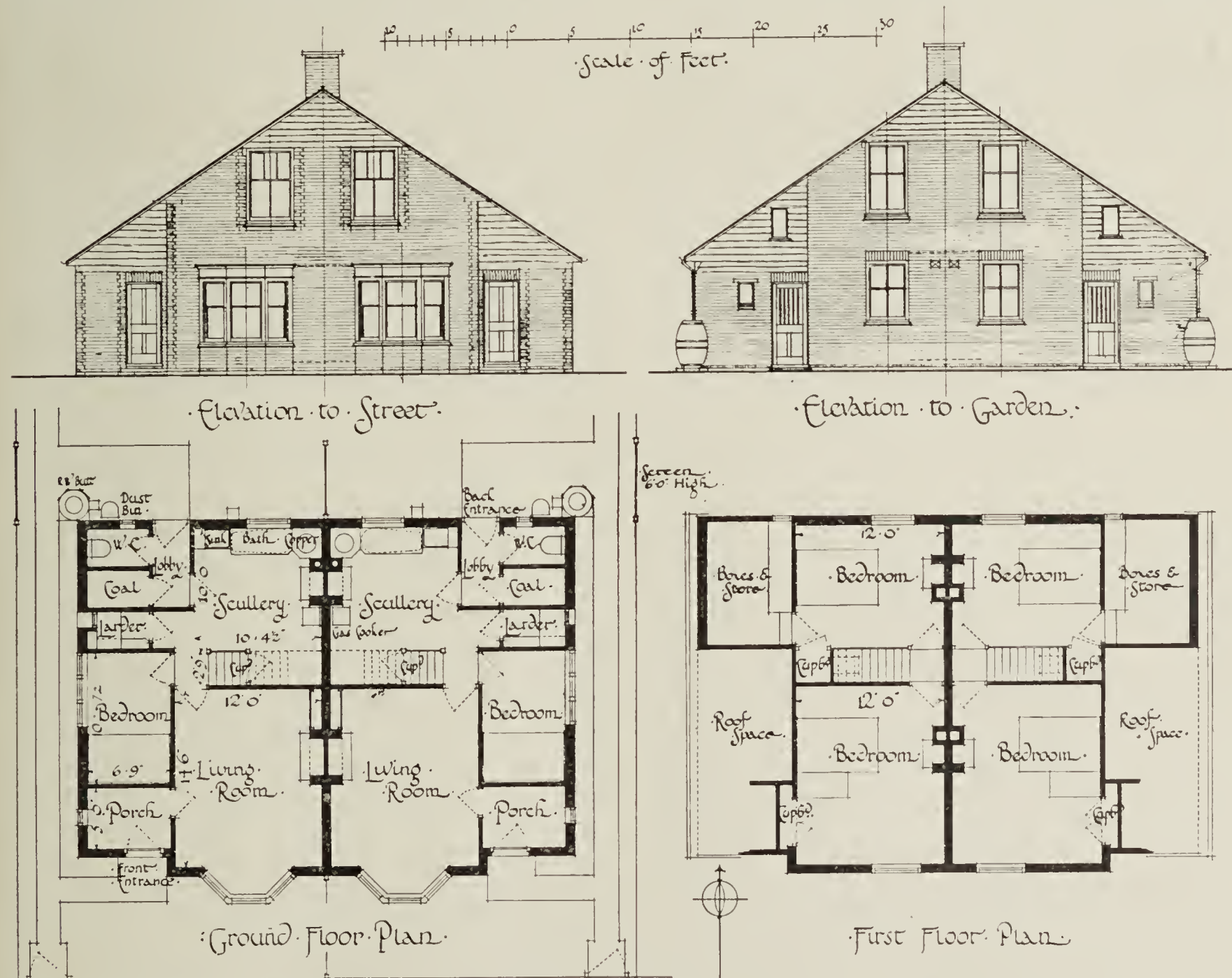
Committee of Leicester, and that he would vastly prefer to build houses of good appearance is obvious to all who know the houses built by him in Leicester before the war. He has apparently been driven to the conclusion that the elevation of the house must be sacrificed if adequate accommodation is to be given at a cost of less than £300. The corollaries of his conclusion are worthy of thought and discussion, and account should be taken of some words of his, which are too witty, if not too true, to be lost: "The generally conceived idea," he says, "that a successful cottage design necessarily embodies small panes, a touch of the gamekeeper's lodge, with a dash or flavour of Miss Greenaway's drawings, I have totally abandoned." Undoubtedly—but whether it is really necessary "to empty out the baby with the bath-water" is open to doubt.

In the space here at our disposal there can be given only the main points, by which

Councillor Wakerley has secured economy, and a tabular comparison between the areas laid down as necessary in the Tudor Walters' Report and those provided at Nottingham and Leicester.

The main factors of economy are :

1. By keeping side walls low a minimum of outside 9 in. walls is obtained.
2. There are no hips, valleys or lead gutters.
3. The downstairs bedroom, which is sometimes desirable as a bedroom and can be used as a parlour or study, enables good frontage to be given without added expense of brickwork.
4. All smoke flues are taken into one stack.
5. Lead piping is reduced to a minimum, as the eight points in a pair of houses requiring water are all in a line.
6. The staircase is perfectly straight, and landing-space is economized by not having a third bedroom on the first floor.



Standard Plan for Non-Parlour House, Leicester Housing and Town-Planning Committee

Arthur Wakerley, Hon. Architect



It should be added that the scullery is large. Councillor Wakerley holds that the attempt to prevent the use of the scullery as a living-room by its size has failed, and that the position of the bath is not simply an expedient, but is placed in accordance with the decision of a Conference of working women who wished bathing to be made possible near the kitchen fire.

The plan as shown below has been slightly altered to secure separate entry to each room, "without necessary increase in cost,"

The comparison of areas is as follows:

| Areas.             | Tudor Walters. | Nottingham. | Leicester |
|--------------------|----------------|-------------|-----------|
| Total ground floor | 377-575        | 299-345     | 529       |
| Total floor ...    | 754-1,150      | 715-840     | 870       |
| Living-room ...    | 171-210        | 190         | 174       |
| Total bedroom ...  | 323-450        | 291-388     | 365       |

## Town-Planning and Housing in Germany

By the late Dr. RUDOLPH EBERSTADT

**T**O judge the actual state of town-planning and housing in Germany involves, in the present circumstances, considerable difficulties. We have to take into account, I believe, three influences, viz., (1) the evolution of technical systems, (2) political conditions, and (3) the economic situation.

The prevailing technical system of town building and town extension on the Continent, developed in France during the 'fifties of the last century, has for its constitutive basis: the costly imposing street, and—as a necessary and *intentional* consequence—the high-storied dwelling and the tenement-house or tenement-barrack, characteristic of our town-extension districts. Although opposition to this dominating system was started in Germany in scientific literature as early as 1892, it was not until March, 1918, after a twenty-five years' struggle, that the coercive street-rule of the so-called "Building-line Act" was superseded by the new Town-planning Act [Prussia] and the necessary distinctions between traffic street and residential street, high-storied collective building and individual home were introduced. For newly developed land and for a future course, emancipation from this hurtful system of town-planning seemed possible.

At this moment, however, intervened the influence of politics. After the catastrophe of 1918, Germany had to sustain a peculiarly hard pressure in housing. It is, perhaps, not generally kept in mind that in consequence of the Versailles treaty Germany had to take in over a million of employees and people expelled from the provinces East and West separated from the Empire. This vigorous

stream, even under normal conditions, would have swallowed up a full-speed housing production of two years. But, as things stood, building of houses had been almost completely stopped for five consecutive years and the housing calamity rose to the highest pitch.

In the third place are to be considered the economical effects caused by the breakdown of currency and, incumbent thereto, the corresponding and even overbalancing rise of wages and materials. It is difficult to transmit an adequate notion to the foreigner, especially in a sound-currency country. The figures for the cost of building of the three-roomed workman's dwelling in Germany are: 1914, 6,000 Marks gold currency; 1919, 40,000 Marks paper currency; 1921, 105,000 Marks paper; 1922, April, 175,000 Marks paper; in huge towns like Berlin and Hamburg even much higher. If we were to calculate rent on actual cost of building we should arrive, for the working man, at an altogether inconceivable figure.

The Government of the Empire, the single States and Municipalities have done all in their power to reactivate building of houses. Legislative powers for procuring building land have been considerably enlarged. Subsidies have been granted for the construction of houses for the working classes, especially in the coal mining districts, where the exigency of coal delivery to the Entente and the introduction of the eight hours' working day necessitate a large additional supply of houses for workmen. A new act of March, 1922, prescribes a tax on houses built before July, 1916, the produce of assessment to be applied to subsidize the erection of new dwellings. With all this, supply is totally



inadequate and the existing dearth in housing will continue for years and, perhaps, still aggravate itself.

The Rent Restriction (War) Act is still in force. However, the new Act of 1922, taking as basis pre-war rent, allows the addition to it of expenses incurred by house-owners, namely, new rates for water supply, gas, electricity, wages, etc., special provision to be made for cost of maintenance and repair. It is generally thought that the rise of rent will be equivalent to about 250 per cent., not including the still higher increase for coal supply in case of central-heating.

As for work actually done we have to distinguish agricultural and industrial districts. In agriculture, the German at all times and in all countries has proved a splendid settler. At present, however, costs on agricultural lands for cattle, tools, machinery, buildings, etc., are so excessively high that by a new settler they can scarcely be met. Still, certain results have been arrived at within late years.

#### "LUXURY" BUILDING

In the towns, construction of houses for the working-class is practically excluded for private and speculative enterprise, as no economical rent is attainable to cover actual cost of building [see above]. In the main, building of workmen's dwellings is practically carried on by co-operative societies and public bodies. Apart from this, there is a limited activity of building in providing premises for banks and industrial firms, also residences for the newly-grown rich classes who can afford to pay. Further, the distressful drain of foreign occupancy and supervision, also the increased number and staff of administrative bodies, have led to the withdrawal of a great number of rooms and dwellings formerly used for private purposes. This has favoured a tendency to introduce the American Skyscraper into Germany, with a view of procuring room for offices and setting free the private premises now occupied. The projects, hitherto, are mainly on paper, but seem to be fairly advanced at Cologne, where a tall high-storied office-building is to be erected on the banks of the Rhine. As the planning has been entrusted to Prof. Fritz Schumacher, we may be pretty sure that the new building will be made to fit its surroundings and that

the feature of the Rhine-front, dear to every town-planner, will not be impaired.

Turning to the building operations for the working-classes, we have to record a satisfactory evolution of the housing-type in the town extension districts and new settlements, approximating to the afore-mentioned principles of the Housing Act, 1918. The low-storied building (in lieu of the tenement-barrack) is applied to a large extent in the new workmen's dwellings. The official directions for granting subsidies say: "High-storied tenement-houses may only be subsidized by exception, viz., when existing gaps in a block-area are to be filled up." The regular housing-type is to be the one—or two—family cottage, properly furnished with a piece of land productive of a family's supply of vegetables (say 300 sq. metres). Great difficulties had to be overcome in adapting the building trade to a new standard of housing; the old routine being altogether attached to the high-storied collective building. It must be said, however, that good solutions have been arrived at, as well in the planning of residential streets and settlements as in developing new types of cottages. The type of the individual home seems to be advancing and the domination of the tenement-barrack may be said to be seriously shaken, although land speculators are still strong enough and using their traditional influence and arguments.

#### HOUSING AND EXCHANGE

In summing up, we notice a decided parallelism of sound currency and economical cost of building on one side; and of weak or failing currency and overburdening cost of building on the other side. The housing calamity no doubt is increasing fast for the bulk of our people. Building enterprise, insufficient in itself, is hampered ever more and threatens to reach a complete standstill. We have the paradoxical result: *Housing, and Town-planning too, is a question of foreign exchanges.* Still, the new evolution tending to overcome, under these disabling circumstances, the worst of housing systems—viz., the tenement-barrack—and to grapple with cumulative difficulties in the building trade, is not void of interest for the foreigner and might be studied by town-planners and housing reformers everywhere.



# A Forest Settlement at Riga

By W. IRSCHICK, Riga.

*We think the following account, received from one of our correspondents abroad, will be found interesting to our readers as illustrating the difficulties accompanying the building of new suburban settlements devoid of an industrial basis.*

**T**HE reaction following in the wake of a wild speculative boom in industrial enterprises and landed property in and around Riga in the early years of this century also told on a venture that contained a very sound idea.

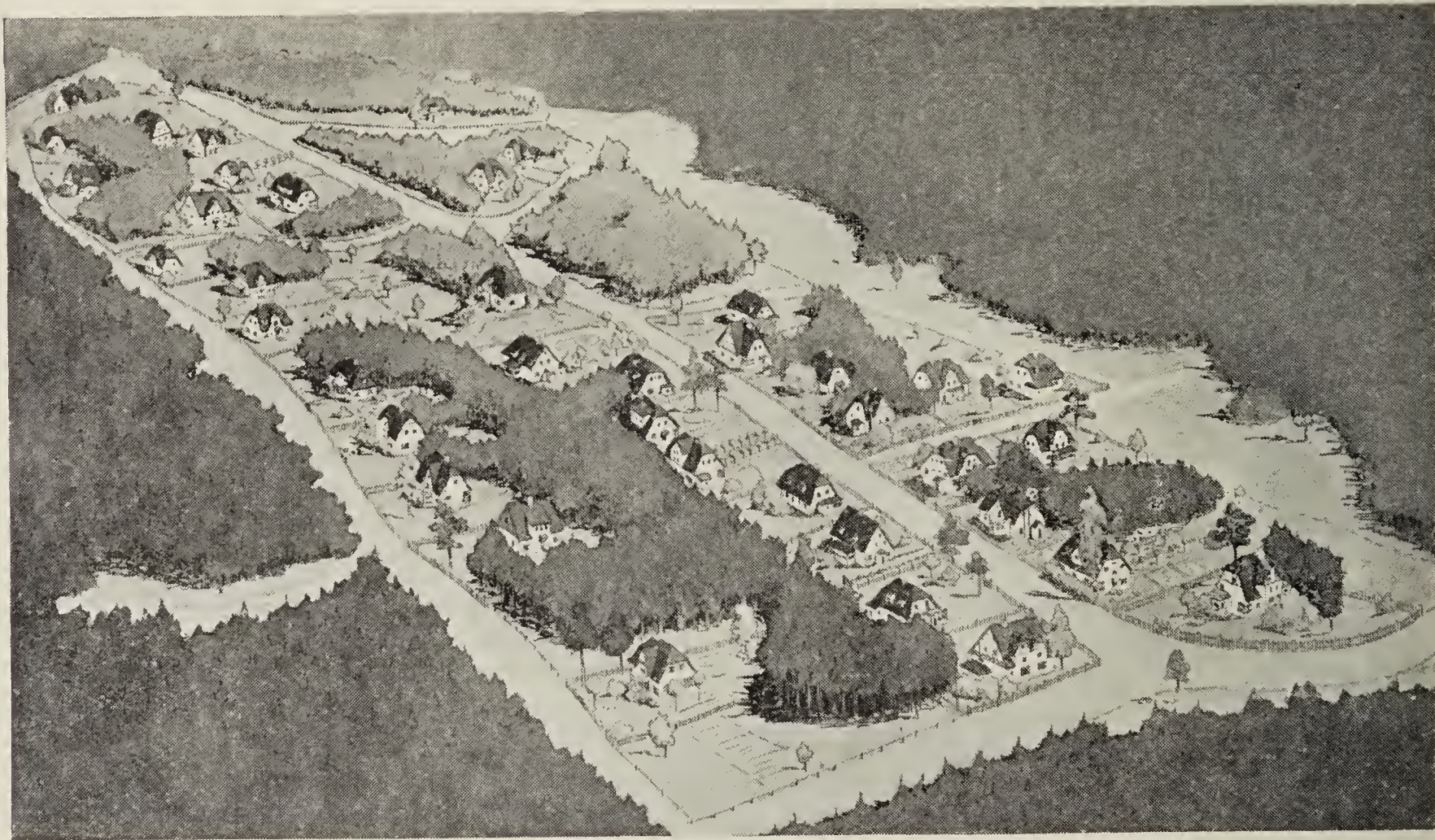
A building enterprise styled the Riga Building Society, and floated for the purpose of stimulating building activity in Riga, had acquired property on the outskirts of Riga with a view of erecting a garden suburb. This property adjoins and forms the entrance gate to the only natural park which the sandy soil around Riga had produced; namely the pine forest of the Kaiserwald. This last remnant of former abundant and magnificent pine growth, covering about 10 sq. kilometres, stretches due north of the town of Riga, at a distance of about 6 kilometres from its centre, between the railway line leading to the Riga timber port of Muehlgraben and Lake Stint. It forms one of the many landed possessions of the town of Riga.

Whilst the Riga Building Society stood for a general building enterprise with commercial aims, a need was felt for an organization tending to serve the ends of civic welfare in the question of housing accommodation which, with the rapidly increasing town population, had become an important issue. Those well-known Baltic circles to whom not only the town of Riga, but the country as a whole, for the

past 700 years are indebted for their prosperity were not slow in responding to the idea by floating a small concern with a capital of £22,000 . . . which, irrespective of a subsequent change in its official style, was best known as Riga House Society. Their task consisted in financing and advancing loans to their members for the purpose of facilitating purchases of buildings or the erection of new houses at a low rate of interest. Whilst ordinary town property almost exclusively consisted of many-storeyed houses, the sanitary and social idea underlying the garden city movement as realized in England and Germany as yet had only found practical application in those isolated Kaiserwald dwellings. A suggestion to risk also a trial in this field of social welfare met with a ready reception, and the first preparatory steps were undertaken in 1909.

## A NATIONAL PARK.

The Kaiserwald territory for several reasons seemed to offer the best of chances. Led by its genial Mayor, George Armitstead, the Riga town council had voted the Kaiserwald to remain for ever property of the inhabitants of Riga and had initiated steps with a view of opening up the whole area as a national park, the outskirts of which were to be fringed with self-contained houses standing on a minimum area of half an acre each. Armitstead



(1) A Clearing in the Pine Forest of Kaiserwald



## A FOREST SETTLEMENT AT RIGA

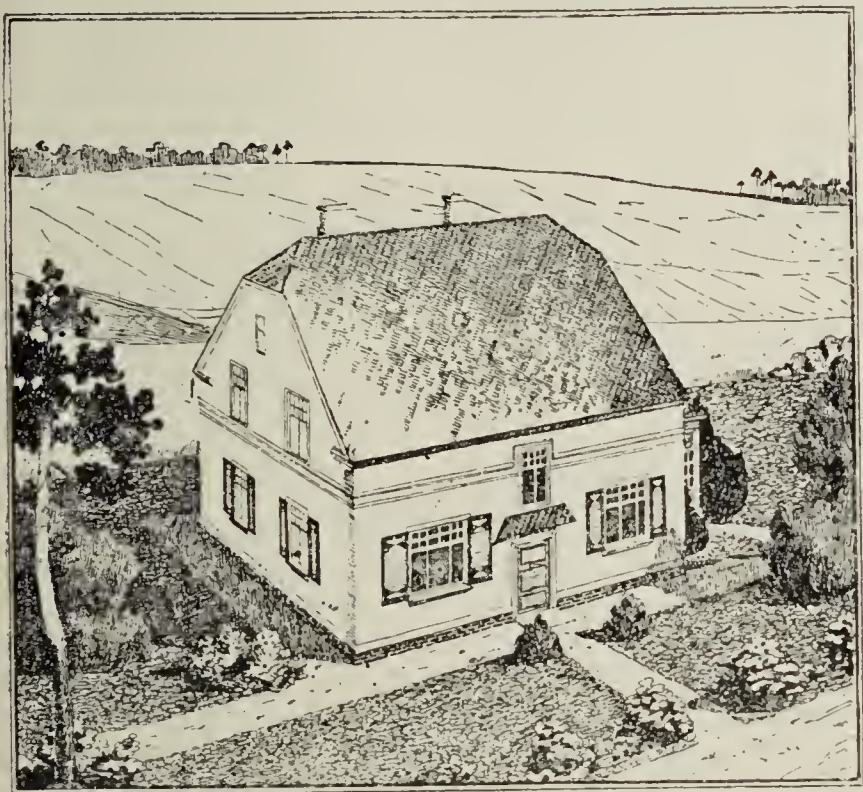
held that whilst extensive grounds were a desirable feature for each house, the principal investment should not prove prohibitive. Therefore, for the first pioneers contract stipulations provided for an initial payment of one rouble (2s.) and an annual ground rent of 30 copecks (8d.) per square faden (49 sq. feet) subject to a quinquennial increase of 5 copecks (1¼d.) up to a maximum of 50 copecks (about one shilling). The title was to rank as hereditary property, reserving an option to the town in case of disposal and the only restrictions imposed applied to technical safeguards in respect to the style and use of buildings in order to ensure the character of a garden suburb.

If so far no difficulty was experienced in financing all current business, the Kaiserwald scheme was anticipated to call for an investment of at least £100,000 during two years. Moreover, the fact that the bulk of prospective clients would be likely to require facilities in the way of long term mortgages

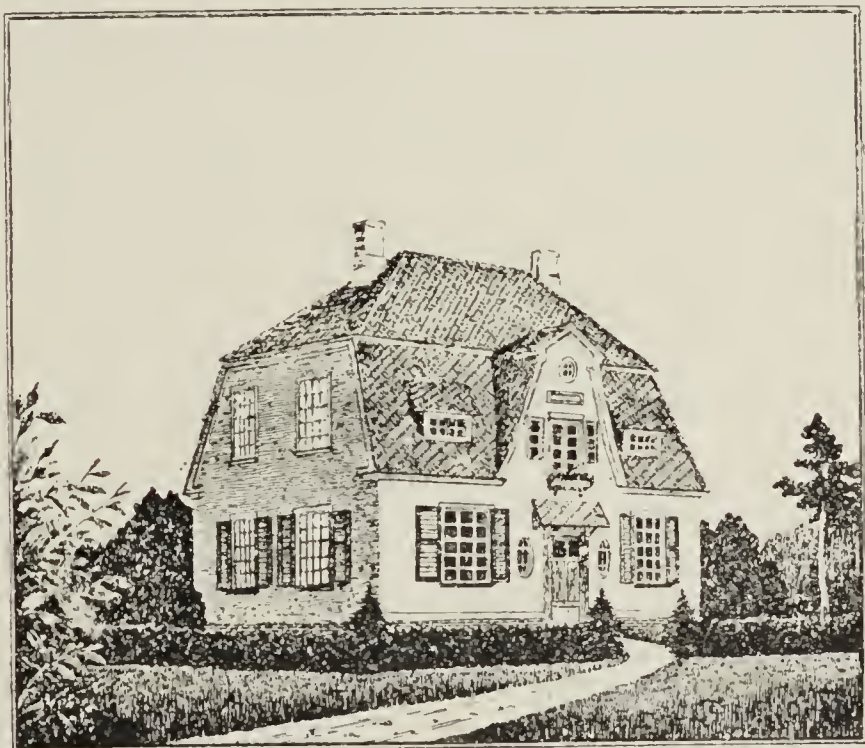
### WATER, DRAINAGE AND LIGHT

So far, each house in the Kaiserwald had to provide for its own water supply as best it could. This necessity entailed constant work and in most cases proved inadequate for spraying gardens that on account of the dry soil stood in great need for additional watering throughout the summer. The offer of a lump sum towards initial outlay, and the undertaking on the part of the Riga House Society to provide for 100 households as regular customers, induced the Municipal Water Works to extend their central water supply into the Kaiserwald.

The drainage question presented greater difficulties. On account of the highly absorbing capacity of the sand soil it had been the custom to conduct the kitchen water into covered pits, which system, however, worked well only as long as their bottom was rendered impregnable by fatty residues. It therefore necessitated constant cleaning or else proved an eternal source of trouble. The problem, after dis-



(2) Seven-roomed House



(3) Six-roomed House

gave rise to fears lest available resources should be overtaxed. It turned out later that apprehensions entertained in this direction were groundless, inasmuch as even the assistance of local banks which was readily offered was only temporarily resorted to owing to private deposits coming in freely during the period of construction. After completion of each building the capital invested was fully refunded by the proceeds of mortgage bonds of one of the Riga Mortgage Banks, second private mortgages and the payment of the client.

Many other questions of vital importance had to be considered. The Electric Tramcar Company, in view of the expected inauguration of the Kaiserwald Zoological Gardens, and a consequent increase of traffic to the sporting grounds on the shore of the lake, entertained the idea of extending their service to the Kaiserwald. These hopes were realized in 1912, and a regular 10 minutes' service established, bringing the Kaiserwald Garden Suburb within 26 minutes' reach from the centre of Riga.

missing the idea of seeking a connection with the central municipal drainage system on account of distance and consequent cost, was finally solved by applying at comparatively low cost the ingenious biological filter system borrowed from Germany. The same principle was ultimately adopted by the town of Riga in installing a central equipment which acted as a receiver for all main drain pipes in the Kaiserwald.

Electric light for domestic purposes was available from a small power station operated by the Riga Building Society, which also undertook to light the streets located on their property. The streets under municipal care were lighted by alcohol lamps. Telephone lines also were extended to the Kaiserwald and were amply made use of.

### HOUSING CONSTRUCTION AND COST

The question of principal amenities having been satisfactorily disposed of, it remained to lay down a general principle on which houses were to be erected.



# GARDEN CITIES AND TOWN-PLANNING

Stone, brick and concrete cement were discarded as being more expensive than timber, which in the case of Kaiserwald houses had been generally adopted and found suitable.

A wooden framework, filled with a double row of 3 in. planks, insulated by roofing paper, covered from outside by an additional layer of roofing paper, and cement plaster on wire netting and cement plaster inside, was selected for the body. With double windows and Russian unglazed painted stoves arranged for coal and wood as fuel, the houses were expected to ensure during the winter the requisite living temperature. Cement red-stained tiles were used for the roofs.

A series of seven plans for self-contained houses intended to serve as a basis for standardized building were prepared, and by substituting uniform prices per unit proved that the difference in the final cost, all included, between a house containing five rooms and a plan providing for seven rooms, each on a plot of half an acre was insignificant, because expenses contingent on the area remained the same. It was resolved, therefore, to suggest the type of semi-detached houses on an area of 130-150 sq. faden in each case where economy was essential.

Calculations based on standardized plans omitting all superfluities and decorations were prepared. This figure for detached houses, containing 3-7 rooms on half-acre plots of town property (initial outlay £45 per plot) run between £465 and £810. Five room semi-detached houses on 130 sq. faden ground (initial outlay £100 per plot) worked out £620.

The scheme when finally launched, met with ready sympathy. Fifty-eight clients ordered houses, a number of others requested financial and other assistance, and other independent pioneers followed this organized movement, considering now building in the Kaiserwald a profitable investment.

## THE FIRST TROUBLE

Building commenced in January, 1911, and soon the first trouble arose. The prospective house proprietors had grown enthusiastic over their task and went in for improvements. Vacant garret space was bound "to be turned into a few spare rooms whilst we are at it." Ground plans were altered, parquet flooring appeared a necessity, cosy but costly English fire-places were installed. Wall decorations, glazed stove tiles and wainscoted halls were indispensable. The natural results of these

digressions was not slow in becoming apparent. The contractor, apart from high cost involved by such extra work, having to face increased prices for building material and labour, justly pleaded deviation from standardized methods agreed upon and declared his inability to keep to contract unit figures. The position was critical. Matters could hardly be improved by a sudden stoppage and the transfer of the work to another contractor necessitating troublesome disentangling of accounts. The honorary Board of the Riga Housing Society therefore decided to complete the task regardless of cost and to offer the respective client, later on, the option, to take it or leave it after rendering final accounts.

The ultimate result proved that original unit prices for the cost of building had been exceeded by 50 per cent. apart from the extra work ordered by clients. The settlement with the latter who blamed every one else but themselves, and consequently were not sparing in their criticism—as one of the privileges incumbent on honorary duties—need not be further dealt with in these lines. The final result was that the majority agreed to accept their houses at the real cost and those rejected were later on disposed of by the Riga Housing Society, mostly at a profit.

By 1913, the Kaiserwald Garden Suburb had become quite the fashion of the day. The town of Riga prepared an elaborate access by paved roads, alleys and riding walks. The zoological gardens, well equipped by voluntary contributions, attracted the broad masses. The sporting grounds with the sanatorium of Villa Wasa, became the meeting place of Riga society, offering attractions in their yachting stations, tennis tournaments, open-air theatricals and all kinds of winter sports. Rents rose, the new proprietors secretly congratulated themselves on their perspicacity in having exercised the offered option, since later buildings were rumoured to have been erected at much higher cost. Then the war broke out, the Riga House Society dissolved and conditions changed completely.

After peace was restored the Kaiserwald houses frequently constituted the one remaining asset of their owners and being hard pressed for means they tried to dispose of it even at one-third of the original cost. At the present time many houses have changed hands and gradually the inflow of a more prosperous, principally foreign element, seems to indicate a slow return to normal conditions.

# International Garden Cities and Town-Planning Association

## APPOINTMENT OF ORGANIZING SECRETARY

THE Provisional Council have met twice since the Conference at Olympia in March of this year. They have considered carefully the future of the Association, particularly in the light of the great success of the March Conference and the rapidly increasing work of the Association, and have come to the conclusion that the time has arrived when the Association must have a staff of its own in order to carry on the work and extend its

sphere of usefulness. The work has hitherto been done by the staff of the British Garden Cities and Town-planning Association, and payment for these services has been made from time to time. This arrangement has now been terminated, office accommodation has been secured at 3, Gray's Inn Place, and Mr. H. Chapman, for some years the librarian of the British Association, has been appointed as full-time organizing secretary. The new arrangements have been made with the full sympathy and co-operation of the British organization,



# INTERNATIONAL GARDEN CITIES AND TOWN-PLANNING

and the library will be available for a bureau of information. New affiliations are being received by the Council, and everything points to a still greater increase in the influence and the activities of the Association, but, owing to the economic condition of some of the countries in Europe, it will be necessary for all supporters of the movement to assist as much as possible in placing the Association in such a position that these activities may be financially possible.

Further consideration will be given to this matter at the Conference in Paris on the 21st.

## LONDON CONFERENCE REPORTS

The report of the Conference in March of this year has been sent to all affiliated organizations and members. Further copies will be sent to members upon request; other organizations can obtain copies at 2s. 6d. each, postage 1d.

## VISITORS TO THE OFFICE

We were specially glad to receive a visit during August from Mr. Charles D. Norton and Mr. F. P. Keppel, chairman and secretary respectively of the Committee on the Plan of New York and its Environs. Meetings were arranged between these two gentlemen and some of the people engaged in town-planning work in England, and Mr. Keppel afterwards visited some of our members and correspondents in other European countries. We look forward to visits from others of those who are engaged in the great work that is going on in New York, and hope that this closer contact between the two continents will stimulate the study of town-planning and the progress of the town-planning movement. Mr. Raymond Unwin, the treasurer of the Association, who will be visiting the United States during his vacation, has promised to spend a portion of his time there in consultation with the technical experts engaged in connection with the work.

Among the other visitors since the last issue of the journal we have been pleased to welcome Mr. Y. Ureshino, Kobe; Dr. K. Katyama, Yokohama; Mr. C. Sorensen, Mr. Hackenberger, and Mr. P. Friborg of Copenhagen; Mr. Reijo Ohya, City Planning Engineer, Osaka; Mr. M. Mitsuya, Secretary of the Home Department; and Mr. S. Yamamoto, Councillor of the Bureau of Legislation, Tokyo; Miss Florence Mills, Los Angeles; Mr. T. Toda, Department of Sociology, Tokyo University; Mr. P. J. Ward, N.S. Wales Government Representative; Mr. Kennedy, Secretary of the Federation of Settlements, U.S.A.; and Mr. Stephen Child, Editor of *Landscape Architecture*, Boston. Some of our visitors, like Mr. Keppel, left to visit persons responsible for carrying out work in other European countries; while others have visited similar people in the United States.

## POSTPONEMENT OF TOUR TO ITALY

The Provisional Council very much regret that the Conference at Rome, and the tour to Italy, which should have taken place during September, have been postponed owing to the postponement of the Conference of the Congr s International. The Provisional Council of the Association gave the matter their consideration immediately the postponement of the Congr s International meeting was reported, and came to the conclusion that as many

of our members wanted to attend both conferences it would be better not to hold our conference in Rome this year. This was communicated immediately to all who had expressed their intention of attending.

## CONFERENCE IN PARIS

In view of the postponement of the Conference at Rome, the Provisional Council of the Association have arranged a Conference in Paris on October 21st, 1922, in conjunction with the French section, *L'Association Fran aise pour l'Etude de l'Am nagement et de l'Extension des Villes*. Papers will be presented on:

- "The immediate future of the International Garden Cities and Town-planning Movement."
- "The achievements of the Garden City movement and their place in town development of the future."
- "The Garden City movement in relation to the development of civic education and public administration in France."

The Conference will be held at *L'Institut d'Histoire, de G ographie et d'Economie Urbaines*, 29, Rue de S vign , Paris. The Institute and the Ecole des Hautes Etudes Urbaines have excellent libraries and other town-planning material in the building which will be available for the use of delegates during the stay in Paris.

A series of interesting short tours will be made in the days following the Conference. These have been arranged in such a manner that the delegates will be enabled to return to the hotel in Paris each evening. The estimated cost of the whole tour will be £14 10s. per person. This will include fares, second class railway and first class steamer, hotels, tips, visits and meals in Paris (except dinner, in order that the evenings may be left free). Hotel accommodation has been reserved. It is desirable that applications should be made as early as possible.

## PRELIMINARY PROGRAMME

- Fri., Oct. 20th—Departure from London.
- Sat., ,, 21st—Inspection of l'Institut d'Histoire, de G ographie et d'Economie Urbaines. Conference.
- Sun., ,, 22nd—Tour of housing schemes in the City of Paris.
- Mon., ,, 23rd—Tour of Cit s Jardins in the Department of the Seine, showing the  
and
- Tues., ,, 24th—new housing movement in France.
- Wed., ,, 25th—Tour round Paris, showing the historical development of the city and the achievements in town-planning, particularly from the time of Hausmann.
- Thurs., ,, 26th—Tour to Versailles for a study from the town-planning point of view, and for a visit to the Palace.
- Fri., ,, 27th—Tour to Chartres. Study of an excellent example of medi val town development and visits to the famous Cathedral and other interesting buildings.
- Sat., ,, 28th—Departure from Paris.

Covered autos will be provided for the visits each day, except on Friday, October 27th, when the journey will be made by train.



# Town-Planning & Its Allies in the Magazines

GOING back to remote antiquity it may be assumed that the Piltdown man and the Cro-magnon man—usually associated with flints—must have used a cave, a group of caves and a track through the forest. These three have their modern representatives in the House, the City and the Road, and to-day the three highly specialized sciences of architecture, city building and road making exist. It may be noticed how the magazines devoted to these interests separate themselves and concentrate on one and on another, but it is not too much to say that the house, the city and the road can have no practical existence apart from each other and must be considered synthetically as one organism.

## THE ROAD

Although of late, in a quiet way, the English have been showing fresh interest in road making, following the needs of motor transport—and we occasionally hear of arterial roads being constructed by officials, or read articles by Lord Montagu of Beaulieu on the roads of England—yet in America there is a zealous mission being fostered called “The Good Roads Movement” in many of the States. The United States of America were honey-combed with railways almost before they had time to make good roads for modern traction, and this has led to neglect of the older means of transport. The coming of the motor, however, has, among other things, led to fresh enthusiasm for good roads. In America a journal, which we have received for some time, entitled *The Highwayman of New Jersey*, carries on the interest and gives some very stimulating literature on the subject. We commend it to the attention of our readers.

## THE HOUSE

The Joint Legislative Committee on Housing of the State of New York issued a *Report* for this year of over 250 pages, and it may be said to give a complete exposition of Housing politics. At present the *Report* is intermediate and another one may be shortly looked for. The document chiefly aims at putting forward the legal aspect of the whole question, dealing with “Rent Laws,” “Extortions and Abuses by Labour Union Officials,” “Labour Unions,” “Combinations to Fix Prices and Restrict Competition,” “Other Associations in Restraint of Trade,” and further chapters on building material, prosecutions and indictments, exorbitant charges and discounts on loans, and various points connected with insurance and compensation. It closes with recommendations for legislation, of emergency rent laws, against illegal combinations, and other bills dealing with emergency construction by insurance companies.

## THE TOWN

*La Vie Urbaine* for April and June is as good as ever. The city of Besançon is taken as an example of the evolution of the city in a long article by the Editor, which begins in the April issue. The city of Tours, going right back to the time when there was no city, is also described, accompanied by valuable maps. We are glad to see a review of “our book,” *Town Theory and Practice*, by M. Sellier. The

devastated cities are discussed in the June issue with particular reference to Montdidier. *The Town-Planning Review* for May, 1922, is excellent as usual, and contains articles on a great variety of topics; “Housing and Land Settlement in Vienna,” by Longstreth Thompson, and a very interesting one that should concern laymen as well as architects, on “Monotony in Street Architecture,” by Tryston Edwards. “A Series of English Villages and Small Towns” is illustrated by one of the most charming of all, Denham in Buckinghamshire. We are glad to notice also here a good review of “our book.”

*The American City*, July, 1922, is just such a magazine as there ought to be in this country, for it appeals in a popular fashion to everyone who has to live in a city. There is an excellent article on the burnt areas of Constantinople by Dr. Francis W. Kelsey, accompanied with a plan of the city.

From the June issue we reproduce two small cartoons, which show the way in which American enthusiasts bring the scientific question of Zoning into the popular mind. American cities have the opportunity of passing the zoning ordinance or refusing to do so, and these cartoons speak as eloquently as pages of statistics.

*The National Municipal Review*, June, 1922, has a long article on “Modern City Planning, Its Meaning and Methods,” by Thomas Adams, which should be read, and we are glad to see that he, rightly, is talking now, as so many are, about the Regional Plan. A town cannot plan for itself inasmuch as it is connected by roads, good or bad, with other towns, but must adapt itself more or less to the needs and opportunities of its neighbours.

## INFANT MORTALITY

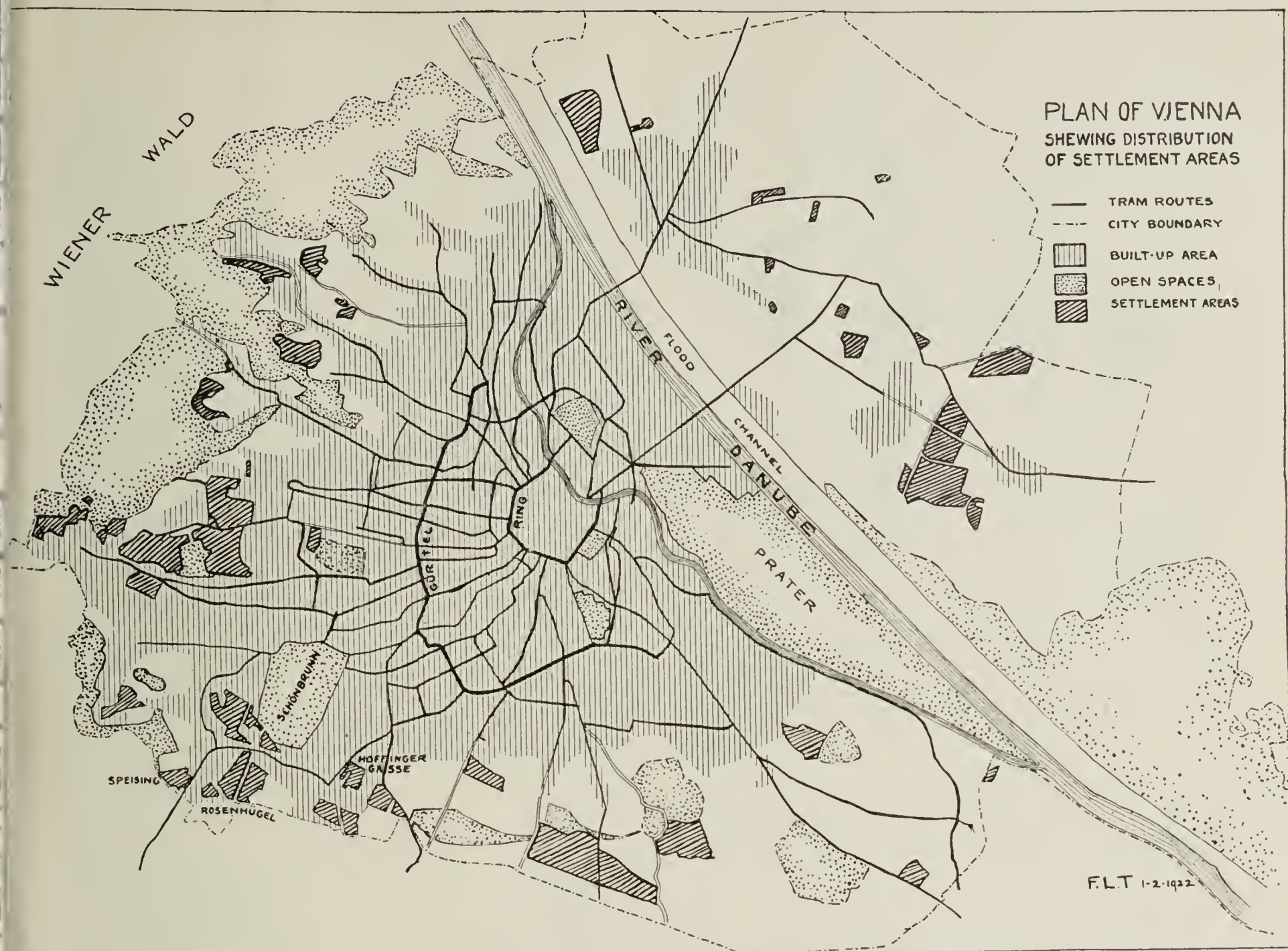
Vitally important evidence of success in solving city problems is presented by the document called *Infant Mortality in New York City*, by Ernst Christopher Meyer, published by the Rockefeller Foundation. Babies in New York are, presumably, of the same nature as babies here, and a clean and adequate milk supply has eventually a great effect on reducing their mortality. It is a book which should be read by every Medical Officer of Health or any medical man concerned with child welfare in cities.

## LABOUR

We have called attention formerly to the valuable publication issued by the United States Department of Publications, *Monthly Labour Review*, which we continue to read with interest. There is always a section dealing with Housing, and in the June, 1922, issue building conditions in Ohio and rent increases in Philadelphia are discussed. *The International Labour Review* is as rich as ever in information. July and August, 1922, are before us. There is nothing specially dealing with Housing, and it is rather remarkable that neither of these two valuable reviews have touched, as yet, the question of Town-Planning, which must eventually come to be considered a “labour question,” on account of its relation to health and efficiency. Both these reviews are very serviceable in the full bibliographies which are to be found at the end of the books.



# TOWN-PLANNING AND ITS ALLIES IN THE MAGAZINES



Plan of Vienna illustrating the article by Longstreth Thompson

[Lent by the courtesy of the "Town-Planning Review"]

We are glad to notice that the *Journal* of the London Society contains a speech by Mr. Elihu Root on the Regional Plan for New York, and prints side by side the two maps of New York and London which we were enabled to produce, much to the appreciation of the Russell Sage Foundation Committee.

We should mention that the *Transactions of the Town Planning Institute*, Vol. VIII, No. 9, contains a paper and discussion on "Sydney, Past, Present and Future," by J. J. C. Bradfield, which deals with all the questions involved in the life of a great city. It is worthy of notice that Governor Phillip addressed the letter in 1788, enclosing "the plan for the town," just a hundred and thirty years before town-planning became compulsory at home.

## SCANDINAVIA

*Svenska Stadsförbundet Tidskrift*, of which we have formerly expressed our high approval, continues its comprehensive survey of all municipal questions in Sweden and allied countries. *Byggnadsverksamheten* is a pamphlet of statistics of the Housing progress in Sweden. There is an introduction in French, and many useful tables of distribution of

houses and cost of construction. *Architekten* from Copenhagen contains articles chiefly on the building of houses, and so far as we have observed, not much on town-planning. Danish architecture is very simple in its character, and adapts itself to its surroundings in an admirable way.

## FINLAND

More in line with our aims is *Architekten*, the organ of the Finland Architectural Union, dealing not only with houses and public buildings, but with town-planning. Helsingfors, the capital, and the smaller towns in the country, are illustrated in these interesting pages. Helsingfors is not unlike New York in the aspect of its harbour and its constricted character, leaving only one direction for development—to the north. Its plan, however, is entirely different, and the features proposed by the architects in charge show great variety of treatment in lay-out. Assistance is given apparently by German and Swedish architects, and there is great competition, or shall we say, emulation, between the city of Helsingfors and its neighbour on the opposite side of the gulf, Reval, the capital of Esthonia.

We have received from Mr. Helsinki, the printer



# GARDEN CITIES AND TOWN-PLANNING



THIS CARTOON APPEARED THE DAY THE ORDINANCE CAME UP FOR FINAL ACTION

Reproduced from "The American City"

to the Finnish Government, an interesting pamphlet called *La Finlande*, a sketch of political and administrative organization of the Government of this new republic.

## GERMANY

*Stadtbaukunst, alter und neuer Zeit.*—We are glad to welcome this fine periodical which appears fortnightly in Berlin since April 1st, 1922. As its title indicates, the interests of the periodical range from ancient to modern town-planning, and as its pages show extend far beyond the borders of the German Empire as the international spirit of art always directs. The Plaza Mayor of Madrid standing in the crowded centre of the old city is to be "ventilated," if José Luis de Oriol can have his way, by the cutting of several fine boulevards from its western end. The cities of Cincinnati and Gary are studied by Dr. Eberstadt in the first number, while Utrecht has the chief place in the second issue, the old plan of 1650 standing in simple isolation beside the new chaos-cosmos of Dr. Berlage and L. N. Holsboer of 1920. Fairfield belies its name in the plan prepared for the American Steel and Iron Co., who have blotted out what may have once been a fair field, with a very geometrical plan. No. 3 deals almost entirely with the pathetic war graves problem solved in the German solemn manner. The reviews of books are numerous and authoritative. The "ancient and modern" aspect of city-planning is again well handled in the case of Cordoba in Argentina by J. Kronfuss of Buenos-Aires, whose first plan was rigidly rectilinear. No. 5 reports the foundation of the Freien Deutschen Akademie des Stadtebaues, while No. 6 has a fine study of Breslau with many competitive plans for dealing with its problem.

No 7 records and laments the loss of Dr. Eberstadt, and devotes an article to his life and work. We are happy to have the privilege of publishing in this issue one of the latest articles from his pen.

*Frühlicht* ("Dawn") is a new magazine of which a copy comes to us from Germany. Its editor, Herr Bruno Taut, is an old friend, who was one of the chief figures in the German Garden City Association in its palmy days, and was early interested in the International movement. He was a member of several of the tours undertaken before the war. He has established a reputation as an architect of distinction and has done good work in many directions, becoming recognized as an authority upon town-planning, site-planning, cottage architecture and garden suburb work, while he took keen interest in craftsmanship, especially in glass and ironwork. He was to the forefront in the bold application of colour to architectural schemes, and the garden suburb of Falkenburg was probably the first to be so treated. His latest book on *Alpine Architecture* was bold and thought-compelling and his latest efforts are given expression to in *Frühlicht*, which is dedicated to "the realization of the new building thought," and reflects in many ways the personality of the editor. It is the Bible of this new movement of fertile imagination in which fine artistic feeling becomes merged in chaotic orgies of sensual extravagance, which may, indeed, be self-expression, and which may convey to the thus-educated mind subtle shades of meaning otherwise unexpressible, but which to the ordinary individual who tries to connect a drawing with its realization in brick and mortar is simply madness. Some of the illustrations are



THIS CARTOON FROM THE ATLANTA JOURNAL OF MARCH 30, 1922, PROVED TO BE A "KNOCK-OUT"

Reproduced from "The American City"



weird in the extreme, but in its general stand for the recognition of art in architecture in everyday life *Frühlicht* is in a strong position, and the standing of its editor and contributors should ensure its success.

## GREATER HAMBURG

The July number of *Die Volkswohnung* is devoted entirely to questions relating to "Greater Hamburg," and the various problems involved are discussed in an interesting series of articles which are illustrated by maps and plans that make the position clear. The great free town and port of Hamburg, with its surrounding territory which constitutes a State of the German Reich, is unable to cope with the present demands of foreign trade. More land is required, not only for the extension of harbour accommodation, but for the suitable housing of the increasing population. This land can only be obtained by an agreement with Prussia, and the Senate of Hamburg has appealed to the Prussian Government for a rectification of the frontiers. The difficulties on both sides are dealt with in the articles; the exact position of Hamburg, with its curiously scattered territory, is described, as well as the complications arising from great contrasts in the soil—the marsh lands and the dry higher ground. Railway and drainage schemes are considered, and it is shown that the question of the harbour cannot be separated from the housing question, nor this from the problems of local transport. One set of plans illustrates a comparison between the position of the residential quarter with regard to the harbour in various ports, showing the greater distances separating the homes of the workers of Hamburg from the centres of industry. The concluding article urges that attention must not be confined simply to present needs, but that the future must be considered, and calls for co-operation between Hamburg and Prussia. The political questions raised have no parallel with us, although the building by the L.C.C. on land outside its area illustrates the difficulty in the realm of our local government.

## THE NEW STATES

*Stavba* ("Building") is a monthly review of architecture published by the Architects' Club in

Prague, under the editorship of J. R. Marek (9 Lebusina Praha-Zizkor). Among its articles are: "Basic Principles of City Building," by V. Zakrejs; Hlava's Institute of Pathological Anatomy and V. Hofman's "Architects' interest in Stage Decoration." The journal is finely printed and illustrated, and we wish it every success. No. 2 opens a most interesting subject in the competition for the development of the S.W. Sector of "Greater Prague," in which seven architects take part. The many plans printed in these pages show the acceptance of the principle of development according to contour rather than on gridiron or radial plans.

No. 3 contains an article by Hofman on "The Æsthetic Judgment of the Architect," illustrated with many examples. The basis of such judgment must rest ultimately on constructional necessity, expressed in mathematical laws which, in the end, tend to perpetuate certain traditional styles. It is this which makes it difficult, though praiseworthy, for those revolutionary futurists like Joü Kroha in No. 4 to invent new styles and more difficult, we imagine, to build actual buildings. The Slovak Bank can only be intended to terrify the confiscating Bolsheviks who may threaten to invade the country. Stage decoration, largely made of paste-board, is not so limited, and can attain to æsthetic heights for an evening's entertainment, but no longer. Bedrich Feursteins illustrated article in No. 3 is a case in point.

## FOREIGN APPRECIATION

Our friends in Madrid continue to keep their readers well informed on the doings of this Association and the contents of this Journal. Senor H. G. del Castillo writes in *La Ciudad Lineal*, May, 1922, on the garden city, discussing our latest definition, though taking care to put in as good a word for Senor Soria, the founder of the Lineal City.

It is a matter of satisfaction and should be to the Association that we continue to notice that the editorials and articles in this Journal are quoted and sometimes printed *in extenso* in magazines at home, in America, and in the Colonies. This is the kind of propaganda that we desire and appreciate.

# Constantinople

**I**N the European quarter of Constantinople there are buildings not unlike those of the cities of northern Europe. But in Stamboul, the heart of the Turkish city, and other native quarters, wood is extensively employed and the construction is of the flimsiest. In the hot summers the wood becomes as dry as tinder, and strong winds from the north easily fan the most insignificant blaze into a conflagration. Until recently the facilities for fighting fire were totally inadequate, and the firemen were more interested in extorting money from those whose property was endangered than in putting out the fires.

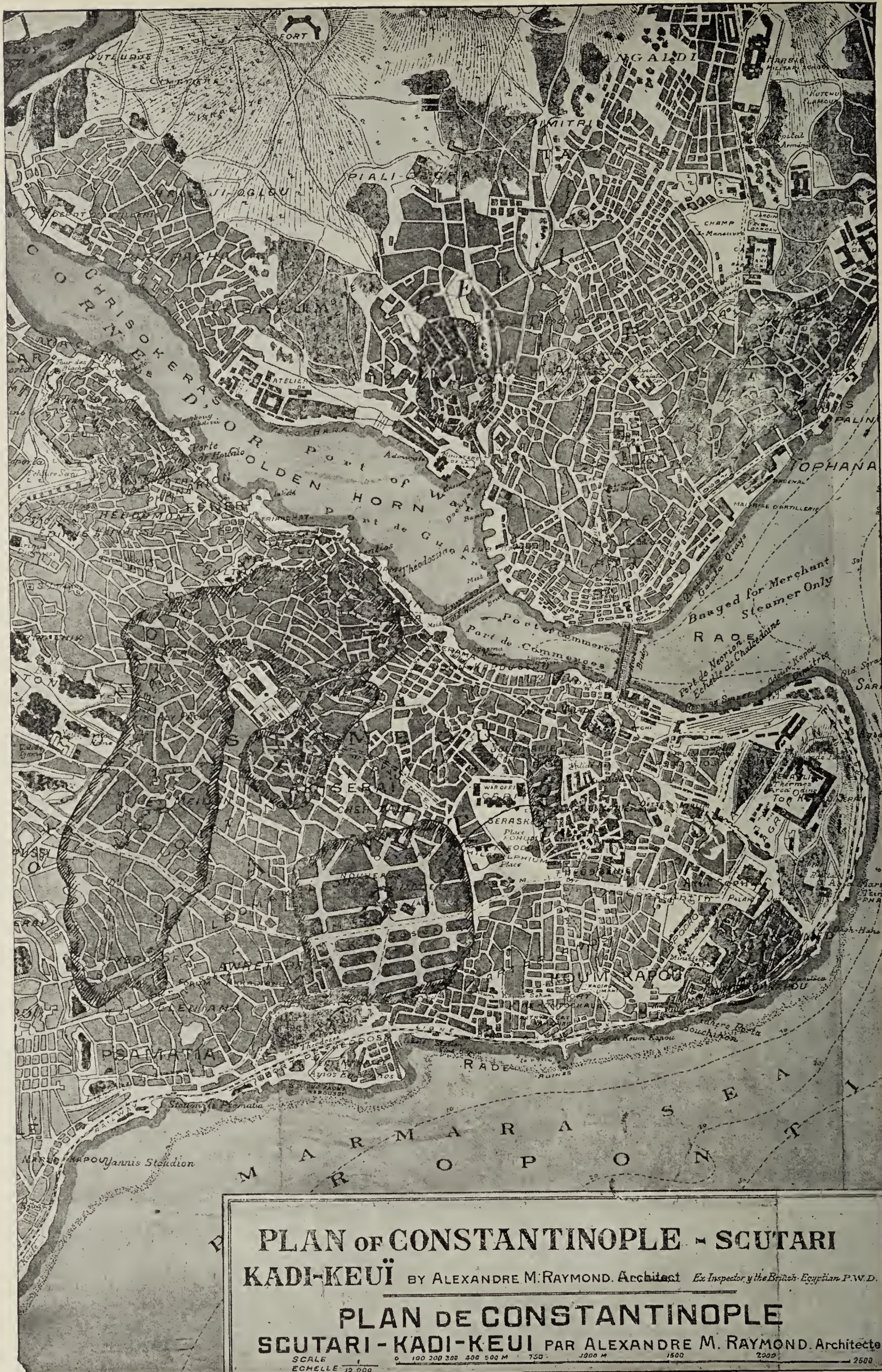
Hence it has come about that in recent years approximately one-fourth of the area of Stamboul has been burned. The burnt areas—not to take account of small fires—aggregate 2,089,000 square metres out of a total area of 8,500,000 square metres. Other fires have cleared extensive regions in the

northern part of the city, and also in Scutari, which is on the east side of the Bosphorus and not shown on the plan.

The relation of the burnt areas to the rest of the city may be seen at a glance. The accompanying plan, with the areas marked, was prepared for the United States High Commissioner, Rear-Admiral Mark L. Bristol, and was published in *The American City* with his permission.

These areas of destruction by fire give to Constantinople an appearance in some respects resembling that of European cities which were partially destroyed in the war. There is, however, this difference. In the war-wrecked cities of Europe—with some exceptions—walls of buildings are still standing; in Constantinople there are whole blocks in which so little stone or brick was used in construction that one looks across an almost open space.





The burned portions are marked A to F

[Kindly lent by "The American City"]



# Progress at Welwyn Garden City

## HOUSING

THE first fifty houses erected by the Welwyn Rural District Council at Welwyn Garden City under the Government housing schemes are now approaching completion. The District Council, at the request of the Parish Council, have in preparation a second scheme for 100 houses, the intention being to proceed, if possible, under the pre-war housing acts; that is to say, with the aid of Government loans, but without subsidy. It is considered possible to obtain economic rents for small houses at Welwyn Garden City, provided that money can be obtained at a rate of interest not exceeding 5 per cent. The fact that at Welwyn Garden City the workers are living within walking distance of their work (there being thus no train fares to pay) and that local rates are less than 10s. in the £, are important elements in the situation.

## COUNTY COUNCIL SCHOOL

Work has commenced on the construction of the first county council school at Welwyn Garden City. The school, which will provide accommodation for 400 children and will be in a light form of construction readily adaptable to changing educational needs, is to cost £9,030, and the contractors are Welwyn Builders and Joiners Ltd., a subsidiary building organization of Welwyn Garden City Ltd.

## OPENING OF LAWRENCE HALL

The new hall, near the site of the schools, the building of which is, in the main, due to the generous gift of Miss A. J. Lawrence, was formally opened by Miss Lawrence on July 15th. The Hall has been vested in the Welwyn Garden City Educational

Association Ltd., and will be primarily used for educational purposes, though, for the time being, it will be available for social functions of all kinds. A contribution to the building fund was made by Associated Newspapers Ltd., and among the bodies using the Hall will be the Young Farmers' Clubs, a number of which are now successfully established in the new town.

## NEW TOWN AGRICULTURAL GUILD

The New Town Agricultural Guild has won important successes at recent shows; among the prizes taken being the first prize and champion silver medal for a Middle White pig at the Herts County Show and the Essex Show.

## PROGRESS OF DEVELOPMENT

Extensive house building has recently taken place at Welwyn Garden City, the appearance of many parts of the estate having been completely transformed during the summer. Factory development has begun with the erection of offices and works for Messrs. W. H. Pease and Co. Ltd., machinery manufacturers and merchants. The growth of the population has necessitated the immediate provision of the first section of the permanent reservoirs in Sherrards Wood (410 ft. above sea level), on which work has commenced; and it is intended to proceed forthwith with the erection of the new pumping station in the Mimram Valley. Very important road constructional works are now in hand, and during the next few months the main traffic of the new town—that from the Great North Road route, via Handside, to the railway station—will be undertaken. The completion of these roads will greatly improve the access by road to Welwyn Garden City.

## Edward Backhouse

THE bald announcement in *The Times* that "an Englishman named Backhouse" had been killed in the Alps came as a terrible shock to the friends and fellow-workers of Edward Backhouse. Those who were privileged to work with him and love him—for the one implied the other—realized what a loss England has sustained. Of few men can it be said that they cannot be replaced, but of Backhouse this can and must be said. His was one of those rare characters which combine with lofty ideals the will and capacity to carry ideals into practice. To the service of his fellows in many places his whole life was devoted, but it is probably in connection with the War Relief work of the Society of Friends,

and with the initiation of the New Town movement, that his name will be mostly remembered. It adds to the sense of tragedy that his death should take place just at the time when the New Town scheme at Welwyn Garden City is coming into practical operation. He was the Chairman and moving spirit of the New Town Trust, and one of the Directors of the Welwyn Garden City Company. All who are connected with the garden city movement will extend their deepest sympathy to his widow and family in their great loss, and in doing so can assure them that though his life has been cut short in its prime the effect of his work and his inspiration will endure.

R. L. R.



# Reviews of Books, Etc.

For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place, W.C. 1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.

*The English Village: The Origin and Decay of its Community; an Anthropological Interpretation.*

By HAROLD PEAKE, F.S.A. London: Benn Brothers Ltd. 1922. 250 pp. 15s. net.

There is something satisfactory in the growth of a series of lectures delivered to a Trades and Labour Council in 1918 to their repetition before the Sociological Society in 1922 and their final emergence into a book which may easily become a classic—if such a term is any longer permissible. It is a book to be read, and one that will tend to shake the rather crude doctrinaire notions which have been fostered in our time by what are called "history" and "politics." Mr. Peake succeeds in establishing the reality of the factor called "race," and is no mere controversialist with a party axe to grind in the last chapter. His historical studies are absorbing on their humanist as well as their economic side, and lead us down to the present moment and on to the future with an urgent insistence which we cannot neglect. He writes:

"We have now traced the evolution of the English village from its origins in the long distant past to its decay and dissolution in our own time. We have seen it free in the neolithic age among the mountains of Central Europe; we have watched its enslavement by wave after wave of fair Nordics emanating from the broad steppelands of South Russia and Turkestan, and we have traced the steps by which the individuals of which it was composed gradually attained their freedom, while the community at the same time began to disintegrate and decay. Finally, we have witnessed its dissolution during the nineteenth century and the abortive attempts at its revival made during the last twenty-five years. . .

"What is to be the future of the English Village? We cannot bring to life an organism which has died a natural death, it is scarcely worth while to recreate it on its old model. We have to consider first of all, Do we desire a community at all?"

Then comes the rather surprising suggestion that the ideal village should have a progressively geometric form in harmony with modern needs. Of this, illustrations are given which bear certain resemblance to the Lineal City of Madrid, referred to in our pages some months ago. Also we notice that although Mr. Peake has heard of the "National Garden Cities Committee," he does not seem to be aware of the Garden Cities and Town-Planning Association. In this he is twenty-three years behind the times.

*Rural Organization.* By WALTER BURR. 250 pp. New York: The Macmillan Company. \$2.25.

This book is the modest but able production of a professor at an American State Agricultural College. The author has had both detailed and general experience of the organization of rural committees, and this orderly setting down of his practical experi-

ence should prove stimulating to constructive thought on rural problems.

The primary purpose of the book is educational, and organizers of study circles and lecturers will find the series of questions at the end of each chapter valuable. The economic functions of the rural community are treated in an interesting way, and the conclusion arrived at the Kansas Law Testing Association that "one-third of the cows in Kansas do not pay for their feed," coincides with the point made by the Young Farmers' Club at Olympia last March. The social functions of the rural community are taken as including Education, Sanitation, Recreation, Beautification, and House-making. The fact that some of the problems which are most insistent in America have not troubled us here makes none the less suggestive Mr. Burr's account of how such problems as well as those which are common to both countries, are being tackled.

*Quantities and Quantity Taking.* W. E. DAVIS, F.S.I., F.I.A. London: Sir Isaac Pitman and Sons, Ltd. 6s. net.

It is interesting to find that Mr. Davis' admirable textbook has now reached its fifth edition. Since it first appeared in 1899 the tendency throughout the country to adopt the London system of quantity taking has accelerated, and this book, while it is of particular value perhaps to a student of building, should be read with both interest and profit by all who are concerned with building schemes either as public officials, administrators or social workers.

*Local Government of the United Kingdom.* By J. J. CLARKE. London: Sir Isaac Pitman and Sons Ltd. 7s. 6d. net.

This is an enlargement and expansion of the same author's *Outlines of Local Government*. It is designed both for the local government administrator and the general reader, and also for students of economics and political science. As a book of reference it will be found of very great value, especially as appendices are cut to a minimum, and yet the bibliography is full, and the index ample. Mr. Clarke has apparently gone on the principle that it is better to cover too much ground than too little, and for this reason chapters are included not only on the actual functions of local authorities and their relation to the State, but also on employment exchanges, trade boards, unemployment insurance, and on what is vaguely called social service. It is impossible, of course, to cover really satisfactorily any one department of local government in a book which is professedly an outline of all that can be included under the term. Town-planning, for example, is dealt with in six pages, and in these six pages is included a short historical sketch of the development of the town-planning idea. In such small space such a sketch cannot be anything but unsatisfying, and its place might well have been taken by a statement of what objects can be attained



and should be aimed at by the town-planning powers now given to local authorities. To say this, however, is but to say that the book has the defects of its qualities, and these qualities are valuable.

## HOUSING BOOKS

*Lutyens' Houses and Gardens.* By Sir LAWRENCE WEAVER. London: *Country Life Ltd.* 1921. 200 pp. 10s. 6d.

*Hoi polloi* will ever remember Sir Edwin Lutyens as the designer of the Cenotaph in Whitehall, while at Delhi he is raising what may be a doubtful monument to himself. Undeniable solid achievement is represented by innumerable houses and gardens scattered over our own country, particulars of which are collected in Sir Lawrence Weaver's interesting book. The variety of design in the great and lesser homes here illustrated is remarkable, and the renovation of ancient castles—Lindisfarne, for example—is a part of Sir Edwin's work which has a peculiar attraction.

"*House and Garden's*" *Book of Houses.* Edited by RICHARDSON WRIGHT. 1920. New York: Condé Nast and Co. Profusely illustrated.

America cannot go back quite so far in her "country life" as we can, but, nevertheless, in the newer and smaller houses she has good work to show, and no book will serve so well as a conspectus of domestic architecture in the United States as Mr. Wright's compilation.

*The Woman in the Little House.* By M. L. EYLES. Grant Richards. 4s. 6d.

Readers of *Margaret Protests* will expect of any social study by Mrs. Eyles that it will be written with profound sincerity and utter frankness. *The Woman in the Little House* is not a book which deals with slums. It deals, rather, with those districts where respectability is a fetish. For five years Mrs. Eyles lived and worked, cooked meals and brought up babies in a little house in Peckham. Thousands of other women have done the same, but they are for the most part inarticulate, whereas Mrs. Eyles has risen on a pile of manuscript to serener climes where she can detach herself from what she has suffered, without losing sympathy with those who suffer still.

If housing is primarily a woman's question, this book should be forced on the attention of every woman who has a vote and should be insinuated into the hands of every man who is prepared to consider a side of life which is in general hidden from him. The book is not altogether pleasant reading, but the housing question is not at present a particularly pleasant subject.

*Labour Saving Houses.* A Book of Type Plans. The National Building Guild Ltd. 1s. 6d.

The National Building Guild has issued an interesting pamphlet containing twenty-two type plans of houses which they are prepared to erect on order. The houses are, in most cases, by well-known architects, and are of a high standard, both with regard to good planning and beauty. The pamphlet also contains a statement of the constitution of the Guild and of the terms under which it is prepared to build for customers.

*City Homes on Country Lanes.* By WM. E. SMYTHE. New York: The Macmillan Company. 1921. 270 pp. 13s. net.

The book is written by an optimist who believes in garden cities, "that is, suburban communities with a small garden for every home"—a very unsatisfactory definition. On the practical side, if not on the theoretical, the author has some very useful things to say, but it is not possible, we think, to discuss garden cities while ignoring the question of land tenure.

*The Story of Shoreham.* By HENRY CHEAL. Hove: Combridges. 1921. 273 pp., with illustrations by ARTHUR B. PACKHAM. 7s. 6d.

In China every town has an official historian whose duty it is to keep a record of the life of the town from remote antiquity to the present day. In England every town has one or more amateur historians who love to delve in old books, charters and records. Such an one is Mr. Henry Cheal, the Hon. Curator of the Sussex Archæological Society, who has produced a most fascinating record of Shoreham, which once was a place of considerable importance, now famous for its bungalows and bohemians.

## LABOUR REVIEWS

If the collection and digestion of data all over the world would settle or help to settle the labour question we should look to the future with great hope. *The Monthly Labour Review* published in Washington by the Government Dept. of Labour is an optimistic organ. Quoting the President's message to Congress "On the way up from elemental stages of society we have eliminated slavery and serfdom and are now far on the way to the elimination of poverty." This is the typical American view and was held a generation ago in England; but no sooner is progress made in the direction indicated than it is found that not poverty only or chiefly is the cause of labour unrest. Even when the pocket is not empty human psychology finds other unsatisfied appetites. Perhaps it is here that well-got-up magazines fail in their analysis. The *International Labour Review* (League of Nations) for April and May, 1922, is likewise, as usual, full of information, but likewise ignores these permanent elements of discord in industry which no one seems able to eradicate. On the physical side employers can do much to ease the strain and nowhere more than in housing. A *Bulletin* of the U.S. Bureau of Labour Statistics on "Housing by employers in the United States" is good reading, but the "Steel Town," "Coal and Coke Town," constructed there looks as fit places of discontent as any smiling village in England. Even at Welwyn we observe from the *Welwyn News* a union has been founded "to combat Bolshevism." A garden city is not a panacea for all ills, but is a part of it, let us hope.

*Tests on Ranges and Cooking Appliances.* By A. B. BARKER, B.A., B.Sc. (Fuel Research Board Special Report, No. 4, post free, 2s. 8½d. from H.M. Stationery Office.)

The results of this research are such as will cause a revolution in the house design of the future, and the Report should therefore be read by all architects and



# GARDEN CITIES AND TOWN-PLANNING

builders as well as makers of cooking ranges. Those who are generally, though not professionally, interested in housing and are members of Housing Committees may also read it with advantage, as, though technical, it is written so simply as to be within the grasp of the lay mind. The Report is something more than a record of careful tests and experiments in a laboratory; the human element has been recognized, and in the conclusions reached the ordinarily intelligent woman who uses the range, and the circumstances and mode of life of her family have been carefully taken into account.

Briefly, then, it is a fallacy to suppose that because a fire is needed for one purpose it will require no extra fuel if used also for other purposes; every function performed by a fire means an addition to the fuel bill. The removal of the boiler behind the range, substituting a fire-brick back, will reduce the consumption of fuel from 50 per cent. to 60 per cent., while the removal of oven or hot plate will have corresponding results.

With improvements in design and construction, the efficiency of the kitchen range could be increased from three to four-fold; yet even so the combination of functions would still be economical only when *all are in use all the time*, and this is possible only in restaurants or large households. The real waste is caused by keeping the fire burning continually in order that it may be hot when required. Compared to this the waste caused by technical inefficiency is almost negligible. Generally speaking, the smaller the household the greater the waste in this respect.

Various methods of hot water supply have been investigated, and it has been found that an independent boiler can produce as much as the range with a quarter of the fuel. Here the waste is due

to loss of heat already generated, and can be prevented by proper insulation of the storage tank. Enough hot water to supply a household for twenty-four hours can be produced by burning a small independent boiler for a couple of hours a day, using 35lbs. of fuel *weekly*. No special patent apparatus is needed, and the idea is so simple it is extraordinary that it has not been adopted before, but hitherto minds of first-class engineering ability have devoted themselves solely to solving the problems of industry, leaving alone the individually smaller, though collectively greater, problems of domesticity.

*The Administration of the Town-Planning Duties of Local Authorities: a Supplement to The Case for Town-Planning.* By Henry A. Aldridge. Published by the National Housing and Town-Planning Council. 8s. 6d.

A warm welcome is assured for Mr. Aldridge's book from all who are engaged in carrying out the Town-Planning provisions of the 1919 Act. The purpose of the book is quite clear: it is to prevent mistakes being made in procedure and administration, and the arrangement of the book with its text of Town-Planning Legislation since 1909 and its reproduction of Regulations, Circulars and Statements issued by the Ministry of Health, should make the fulfilment of its purpose secure. Mr. Aldridge is, however, too devoted an evangelist to let slip the opportunity of suggesting the necessity of further extension of Town-Planning powers, and the book has chapters outside the scope of its title on Regional Planning, the Replanning of Built-up Areas, and on Zoning. In the chapter on Regional Planning there is a graceful reference, typical of Mr. Aldridge, to the work of the Garden Cities and Town-Planning Association, and to *Town Theory and Practice*.

## Notes and News

### PRESENT POSITION OF NATIONAL HOUSING SCHEME

We are informed by the Ministry of Health that the position on September 1st, 1922, was as follows:

|                  |             |         |
|------------------|-------------|---------|
| Tenders approved | ... 167,250 | 166,272 |
| Contracts signed | ... 163,658 | 162,858 |
| Houses commenced | ... 161,418 | 160,047 |
| Houses finished  | ... 135,988 | 129,791 |

The figures in the right-hand column show the position on July 28th. These figures are of particular importance, as the date is that terminating the period during which houses were to be built under the Housing Policy of 1919, and for which the needs of the country were estimated. The Survey of Housing Needs showed that 800,000 houses were needed, and the building of 500,000 was contemplated by July 1st, 1922.

*Progress since end of July.*—Between July 28th and September 1st, tenders were approved for 1,304 houses. The Ministry of Health has authorized local authorities to obtain tenders for a further 6,957 houses, provided sufficiently low prices can be obtained.

*Houses built under the Additional Powers Act—Grants to Private Persons.*—All houses to receive assistance under this Act had to be completed by June 23rd. A small number of applications for payment have still be to received, but the present figures represent practically the sum total of work done.

On September 8th the grant had been paid in respect of 38,941 houses, the total amount paid being £9,439,990.

*Cost of Houses.*—The corrected figures of the average price of houses in approved tenders during the year 1922 are as follows:

|              | " A " type. | " B " type. |
|--------------|-------------|-------------|
| January...   | £494        | £560        |
| February ... | £494        | £518        |
| March ...    | £436        | £513        |
| April ...    | £395        | £446        |
| May ...      | £392        | £422        |
| June ...     | £380        | £422        |
| July ...     | £379        | £413        |
| August ...   | £367        | £397        |

The figures for the last two months are subject to revision and will probably show a slight rise.



## MANCHESTER TOWN-PLANNING EXHIBITION

The Manchester and District Joint Town-planning Advisory Committee, which was formed as the result of the Town-planning Conference convened by the Garden Cities and Town-planning Association in May, 1920, and which is representative of over seventy local authorities adjacent to the city of Manchester, proposes holding in the Town Hall, Manchester, from October 9th to 14th next (inclusive), an important exhibition and a series of conferences.

A very interesting series of maps are now being prepared by the Joint Committee for the area within a 15 miles radius of Manchester, indicating traffic movement, gas, water and electricity areas and supplies, drainage areas, town-planning schemes, parks and open spaces, unhealthy areas, rainfall and population maps, etc., and it is also intended to exhibit maps and models from many towns in various parts of the country.

Efforts are being made also to obtain a series of maps from American and Continental cities.

During the exhibition, which is to be opened by the Earl of Derby, a series of addresses will be given by gentlemen of outstanding authority on the various aspects of town development, reconstruction, arterial roads, and allied subjects.

The exhibition, for which Mr. P. M. Heath, the Town Clerk of Manchester, is secretary, will be open to the public free of charge, and all persons interested are invited to visit the exhibition.

## A LABOUR HOUSING BILL

Certain members of the Labour Party introduced on July 6th, 1922, a Housing Bill. It is unlikely that the Bill will make much progress at the moment, but it is of importance to note the details in which labour opinion considers the present Housing legislation to be defective.

The principal objects of the Bill are as follows :

1. To strengthen the hands of the Minister of Health in cases of default by Local Authorities ;
2. To make further provision with respect to inspection ;
3. To enable Local Authorities to recover costs in respect of the enforcement of repairing notices before other courts than those of summary jurisdiction ;
4. To make repair notices enforceable even when reconstruction is involved, wherever there is a shortage of working class dwellings ;
5. To extend the provisions of Section 14 of the 1909 Act ;
6. To amend the law relating to underground rooms ; and
7. To make the thinness of partitions between sleeping rooms a ground for regarding houses as not reasonably fit for habitation.

## LECTURES

The Association has already arranged to give a number of lectures throughout the country during the forthcoming winter. Further engagements can be made and it would be helpful if any readers of the Journal who think of organizing lectures on garden city, town-planning and housing subjects would put themselves as early as possible in communication

with the Organizer, 3, Gray's Inn Place. The following list gives titles of lectures which the Association's lecturers are prepared to give :

### SINGLE LECTURES :

1. The Present Housing Situation.
2. The Housing Acts and their Administration.
3. Housing and Health.
4. Rural Housing and Village Planning.
5. The Planning of the House and Its Surroundings.
6. Housing in Greater London.
7. A New Housing Policy.
8. The Failure of Suburbs.
9. The Abolition of Slums.
10. Town Planning as a Problem of Sociology.
11. Land in Relation to Housing and Town Planning.
12. How Town Planning affects everyone.
13. Problems of London Government.
14. Town Planning in Greater London.
15. The Town Planning Acts and Their Administration.
16. The Evolution of Towns.
17. The Economic and Industrial Advantages of Town Planning.
18. The Garden Cities—A Description of Letchworth and Welwyn.
19. Why Garden Cities should be Built.
20. What is Meant by Zoning.
21. The Elements of Civic Survey.
22. The Reconstruction of Village Life.

### THREE COURSES, EACH COMPRISING THREE LECTURES :

- Course " A. "—Housing Legislation and Finance.*  
*Course " B. "—A New Housing Policy.*  
*Course " C. "—Economics of Town Planning.*

### TWO COURSES, EACH COMPRISING SIX LECTURES :

*Course " D. "—The Planning of Towns and Villages.*  
*Course " E. "—Housing and Town Planning as a Branch of Civics.*

Any of the lectures can be illustrated by lantern slides.

The terms on which the lectures can be given depend upon the resources of the organization asking for them. Out-of-pocket expenses have to be paid in every case, and, where possible, a nominal fee in addition.

## REGIONAL ORGANIZATION IN FRANCE

On the initiative of the Sub-Prefecture of Rocroi a new economic groupment has been constituted in this town. Its programme consists of the following :

1. To pursue the improvement of means of transport and lowering of the tariff ;
2. To find and apply the means capable of dealing with the housing crisis ;
3. To find and apply the means that will remedy the financial crisis, especially in the rapid liquidation of the injury of industrial war ;
4. To organize a struggle against the high cost of living.

The Committee will bear the name of the Committee of Economic Action for the Region of Rocroi. We can but wish the citizens success in their efforts and must notice the similarity of their problems with those which meet Western civilization generally.



# GARDEN CITIES AND TOWN-PLANNING

## MODEL MINING VILLAGE IN ILLINOIS

Three years ago I was invited to visit collieries near the city of Carlinville in Illinois, U.S.A., owned by the Standard Oil Company of Indiana. During the war there was a disarrangement of industrial conditions, and as the demand for coal was in excess of supply and seemed likely to continue, the Company decided to make sure of a supply by operating its own mines. They use about 7,000 tons of coal per day at the oil refineries at Kansas City, Whiting, and other centres.

Coal at Carlinville is in a  $5\frac{1}{2}$  foot seam, 315 feet below the surface and of excellent quality, and as there is no gas, naked light can be used, and the coal hauled from the coal face by locomotives supplied with electricity by *bare* trolley wires.

The colliery is electrically speaking the most completely equipped of any mine I have seen. Electricity is generated near the pit bank by steam turbo generators totalling 8,000 horse-power, and a good deal of power is sold to farmers and other consumers in the district.

I was particularly interested in a model village which the company has built in order to attract and keep a good class of work people. It is situated about eight miles from the colliery and near to Carlinville, in order to take advantage of the city, schools, water and sewage, etc.

There were 156 houses and in order to diversify them as much as possible, fourteen different floor plans have been used, and they have been further modified by different arrangements of porches and roofs so that there are about fifty different appearances. This is also accentuated by painting the houses in different colours. All the houses are provided with water supply, sewers, electric light, roads and side walks, and trees to the value of about £10 have been planted on each plot.

The houses are planned in American style to reduce labour and built by the well-known Chicago firm: Sears, Roebuck and Co. They cost altogether about £100,000 not including grading, sidewalks and plumbing.

In addition there are twelve houses at the colliery for the accommodation of those employees who must necessarily always be at the mine. Special trains transport the employees free of cost between Carlinville and the colliery, and in order that the miners may go home clean, a change house is provided, which contains lockers, overhead hangers for dirty clothes, and twenty-four shower bath heads with usual sanitary equipment. The building is heated and provided with hot water from a central heating plant. Everything has been done by the Company to attract employees who will live in the houses and become a permanent part of the population, and be contented, steady and industrious.

The houses are sold to the employees on a deferred payment plan which covers cost price plus a low interest charge. Engineers and charge men at the mine are mostly native-born Americans and a good many of the coalminers are Balkan Slavs and Italians.

The coal is worked on the "room and pillar" system and the pillars are left *in situ* so that the surface of the ground shall not be disturbed. This, of course, means that about half the coal must be wasted. The coal is mined by electrically-driven

coal cutters, which undercut with a chain, armed with picks to a depth of  $5\frac{1}{2}$  feet.

I spoke to some of the miners and found that the machine operators were each making 12 to 15 dollars per day of eight hours, and the men who filled coal into the trucks made 10 to 12 dollars per day. The conditions under which they work are princely compared to what I have seen in some collieries in the North of England, and even in Australia.

E. KILBURN SCOTT.

## SETTLEMENTS IN VIENNA

Following our article on Settlements in Germany and Austria, the extracts from a letter received at this office will be interesting:

"I think you will be interested to hear of a very big demonstration that took place recently in connection with the Land Settlement Movement. . . .

"You know how very important we consider this movement to be, and how full of hope it is, both because the idea itself is a sound one, and is considered by all who have studied the situation to be the best way in which Vienna can deal with her difficulties of providing food and employment, and because the inspiration and vitality of the movement comes from the people themselves, and is a real and living thing not dependent upon outside stimulus. This both makes it more likely to succeed, and also shows what a great capacity there is in this population."

HILDA CLARK.

## RICHMOND

Readers who were interested in Mrs. Somerset's article on Richmond, published in these pages, will remember that the Richmond Town Council decided not to take part in the Thames Valley Regional Committee for Town-Planning, and that this opposition resulted in some serious criticism in the local press. We now learn from Mr. John A. Rosevear that the Council has passed a resolution to join in with the neighbouring authorities in the Regional Committee proposed by the Ministry of Health. This is promising, as it would be unfortunate if Richmond should earn an unworthy notoriety.

## TOWN-PLANNING INSTITUTE

We are asked to announce that the following candidates were successful in the recent Examinations of the Institute for Associate Membership: K. A. A. Ansari, John McNicol, H. A. Reeve.

## PETROGRAD

The author of the interesting article on "Town-Planning in Russia," in our last issue, points out that on page 120 the date under the illustration should be 1670, not 1770. The error was not his.

## A CONFERENCE ON CITIZENSHIP

A preliminary meeting of the 1924 Conference on Christian Politics, Economics and Citizenship will be held at the Queen's Hall, at 3 p.m., on October 26th. Tickets can be obtained from Miss Lucy Gardiner, 92, St. George's Square. The moral and spiritual aspects of the housing problem will be fully emphasized by the speakers.



# GARDEN CITIES & TOWN-PLANNING

INCORPORATING · THE · HOUSING · REFORMER

*Editors:* WILLIAM L. HARE and W. McG. EAGAR

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## Editorial Comments

**T**HE sudden change in the political Government of this country affords us the opportunity of affirming the constancy of the policy of the Garden Cities and Town-Planning Association which, happily, has received a large measure of support from members drawn from all the parties in the State. The change also enables us to present to the new personnel of Government the guiding principles we follow. And, going beyond the Government, direct to the people, soon to be called upon to exercise electoral power, we seek, through our membership, to lay before them the salient facts of our chief concern: for it is certain that in the general clamour of a national electoral conflict much will be said about housing from Press, platform and audience. Up to the present the indications of electoral interest in housing are scanty: "A negative policy"—if it includes housing—"A defence of housing," or "A national housing scheme" are not illuminating and inspiring slogans for the hustings, nor do they suggest a firm grasp of the problem on the part of those who use them.

### *A RETROSPECT*

Looking back to the General Election of 1918 and the housing legislation which followed it, we all remember how largely it filled the political consciousness of the people—from those thousands who needed houses to the thousands who, in generous mood, were disposed to supply them. The impetus was strong and for a while carried all before it; but the policy was not great—except in its extravagance. It was an expensive medicine which took so long to operate and afforded no guarantee of a permanent cure, that the patient, the doctor and the charitable patron became weary of it.

To a large extent The Garden Cities and Town-Planning Association supported the policy of 1919 in the hope that it would mitigate the accumulated housing evils of the time, and that it would fuse with the movement for compulsory town-planning and the establishment of garden cities. But when to the chaos in building was added confusion of administration, a proposal was put forward in these pages (May, 1921) to restrict the number of houses to be built to about 200,000—so as to meet the most urgent need—and forthwith to set on foot the second and essential part of our policy. We suggested that the country should be mapped out into natural administrative regions rather than artificial areas, and that town-planning and housing should be functions of these regions so that a check should be put upon the mere extension of towns already too large. We argued that the small and often isolated administrative area of a local body was not the most suitable authority to decide the location of industries and dwellings, and we should have been glad to welcome the initiation of a grand regional survey from an official source. But this, evidently, was too sanguine a hope. Then came the change in the occupancy of the Ministry of Health which resulted in the sudden restriction of the building programme to 175,000 houses while the more permanent and constructive part of our policy was not, for the moment, patronized. We therefore now make our bow to the new authority at Whitehall and press upon him and his colleagues the early consideration of this larger question.



## GARDEN CITIES AND TOWN-PLANNING

The pages of this journal, during the present year, have contained indications enough of the direction in which a constructive policy of garden cities and town-planning would lead. Our comments on the Royal Commission on Greater London, the evidence of our representative, and our hint of a London Region should make it clear that while we acquiesced in the restriction of the mere multiplication of houses, we press now for a statesmanlike handling of a problem that is adding its urgency to that of the housing shortage, as such.

There are signs, and we gladly admit it, that the Administration has been by no means neglectful of the regional idea, though perhaps deficient, as yet, in carrying it to its full logical ends. Joint town-planning committees have been set up in various parts of the provinces and must be hailed as the embryo regional authorities of the future. And this brings us to the special subject which, as our readers will observe, fills the pages of the present issue of our Journal.

### *THE EXHIBITION AND CONFERENCES AT MANCHESTER*

It is difficult to exaggerate the importance of the publicity given to the idea of town-planning by the Exhibition organized in Manchester last month. Mr. P. M. Heath, Town Clerk of the city, was its Hon. Secretary, and the brief statement from his pen in these pages is most encouraging. Incidentally, we express our gratitude to Mr. Heath for the credit he gives to the N.W. Branch of the Garden Cities and Town-Planning Association for the initial stages in the formation of the joint committee, and we mention the matter here in order to stimulate other branches to the like activity. We also print some extracts from the papers that were read, and shall continue to develop the theme from time to time. It would seem as if the "Joint Town-Planning Advisory Committee" were the most useful and friendly agency for a general discovery of the nature and extent of a complex problem and the means of its practical solution. It is round the committee table, with facts and figures staring them in the face from maps and statistics, that men are more likely to fall into line. The fifteen-mile radius round St. Ann's Square is typical of other great industrial agglomerations in our country, and the initial work the Joint Committee has done in Manchester will be imitated elsewhere. The housing question cannot be settled—either negatively or nationally—until the regional consciousness has risen in the minds of the people affected. The direction and location of arterial roads and the easing of traffic congestion cannot be attained until the local authorities come to a common realization of their interdependence. The placing of satellite towns, to which we pin our faith, must be an outcome of the labours of such joint committees, and we will go so far as to say that Manchester, without adding another brick to its built-up area, could even now add this attractive feature to its present programme. A daughter town to Manchester, supporting light industries, sheltering thousands of the now dismally-housed workers of the city in pleasant and healthy surroundings, would be an example to the whole industrial world. A new phase of garden city development, in fact, is possible now, in which garden cities pass from the care of private and quasi-philanthropic agencies and become the creation of great regional authorities such as those which may soon become statutory in Manchester, Liverpool, and South Wales. The idea is abroad and cannot now be silenced.

### *HOUSING AND THE CHURCHES*

Led by six metropolitan Bishops, Jewish Rabbis and Free Churchmen, a campaign has recently been launched in London to stimulate the activity of the religious and moral agencies in the direction of good housing. The widely-circulated appeal contains the following words:

Civilization, as we know it, gives great privileges to many, and makes upon all high demands which cannot be met unless the will of the whole community is exerted to make it possible for every citizen to possess a home of his own adequate for family life. It is not for us to speak of either the politics or the economics of the housing problem, but we feel it our plain duty to say that so long as the housing problem is not solved men of goodwill must not rest content. Our own work lies particularly in London where housing conditions prevail which, though possibly not worse than are to be found in other parts of the country, are, to our own knowledge, deplorable.

At a time when the housing problem is being thrust back into the whirlpool of amoral economic forces this call to regard it from the viewpoint of a far-seeing morality is doubly welcome. We wish the movement every success, having long believed it was not the duty of the churches merely to visit the slums but to help to abolish them.



# The Growth of Manchester :

## An Historical Sketch

By JOHN J. SULLIVAN

**I**N a period of exactly 150 years Manchester has risen from a country town of 22,000 inhabitants to become the commercial and industrial capital of the North of England, with a nominal population of 800,000, if one takes its strict civic boundaries, but with 2,000,000 within easy walking distance from its Town Hall. Inside the fifteen miles radius from the centre, comprising the area of the operations of the Manchester and District Town-planning Advisory Committee, there are nearly 3,000,000 people, divided up between seventy local authorities, urban and rural, in the counties of Lancashire, Cheshire, Derbyshire, and Yorkshire ; and whatever natives call each part it is really all Manchester. So is the wider circle of twenty-five miles, with a population of 4,000,000, and the still wider one of thirty-five miles with 8,000,000. The thirty-five miles excludes Liverpool, Sheffield, and Leeds, and contain about one-fifth of the population of the country.

### *HOW THE CITY IS CRIPPLED*

Stress has to be laid on this point of the real bigness and influence of Manchester in order to understand the difficulties of its problems. It is not one place alone : it is a collection of places, so close together on the Lancashire and Cheshire side that no stranger could be sure when he left one town or district for another. It is generally possible for the inhabitants to distinguish the actual city of Manchester from its Siamese twin Salford (population 235,000), for the inky Irwell often comes between, but when Stretford, Oldham, Ashton, and Stockport begin to insist on the legal and historical fiction of a separate existence then the path of the traveller becomes really difficult.

This fiction, of course, has added appreciably to Manchester's internal troubles, for there are nearly a dozen independent local authorities within two to six miles of its centre. All of these bar its growth and extension in various directions, and whilst some co-operate in the provision of municipal and

public services, others are intensely hostile to anything which might interfere with their independence. They are entirely or almost dependent on Manchester for work and wages, with most of the amenities of life—higher and university education, libraries, orchestral concerts, to name a few—and Manchester supplies them all with water and, in most cases, with an electric tramcar system ; but they are afraid that their rates would be increased if they become a real part of the city, and that vested interests would suffer. The multiplicity of small local public services and regulations is only one side of the case ; on the other, Manchester's position in the world suffers, for Glasgow, Liverpool, and Birmingham, having found more favour with the old Local Government Board and its successor, were all allowed to absorb their suburbs and outskirts and, consequently, rank in population—but in population alone—before Manchester.

The city is so surrounded that it cannot properly develop. Certain districts, too, within its boundaries, and these not always of an artisan character, are entirely built up, and although on the southern or Cheshire side some hundreds of acres of open land still exist, any real revival in building will soon cause their disappearance. Manchester's biggest recreation ground, the Heaton Park of 642 acres, is geographically in the territory of the Prestwich District Council, and the trams running to it from the centre of the city have to pass through a corner of Salford.

Realizing that the ten building estates of a total of 633 acres on which some 7,000 houses were to be erected—since cut down by the Government to 3,500—seemed insufficient, the Housing Committee two years ago, despairing of suitable sites in the city at a reasonable price, went across the area of a Cheshire District Council—used as a dormitory by Manchester business men—and over the Mersey. They opened up negotiations with the owner of the Wythenshawe estate of 4,000 acres of undeveloped land, on which 30,000 to 40,000 houses could be built.



# GARDEN CITIES AND TOWN-PLANNING

All these are urgently required. The conditions of trade and employment were not favourable at the time, and the scheme had to be dropped. It is mentioned now as one of the many instances in which Manchester is crippled by its neighbours.

Here is another instance of an entirely different kind. Manchester is one of the dirtiest cities in the kingdom. Its black smoke prevents 25 per cent. of the prevailing sunlight from reaching its people. The sombre soot clothes everything in a mantle of mourning, and appreciably adds both to the death rate and the laundry costs. The rivers look like streams of ink. Both the Irk and the Medlock are covered over as far as possible to hide them from public view. The Mersey and Irwell Joint Committee of local authorities along the rivers, with Manchester as the real driving force, had done something to clear the waters from chemicals, dyes, general filth, and solid refuse, but in the four war years manufacturers were allowed, by some outside authorities, to do pretty much what they liked, and cleansing and purification processes have not yet returned to their pre-war standard. Manchester, being at the mouth or junction of the rivers, suffers from all the misdeeds of its neighbours.

A similar condition of things prevails in respect to black smoke, which has not yet obtained a Joint Committee to keep it in order. Manchester has stringent regulations, and enforces them severely in the police courts, even against its own municipal departments. The surrounding local authorities, however, do not as a rule even attempt to enforce mild regulations. Some of them have not summoned an offender since 1914. They are afraid manufacturing firms might remove and the rateable value of the district decline. But when the wind is in the right quarter, Manchester receives the full benefit of its neighbours' smoke, and these neighbours, be it remembered, are right on its doorsteps.

## *AS A COUNTRY TOWN*

Manchester has other and more important internal difficulties, particularly in regard to its traffic. For these history is mostly to blame. The country town of 1760 grew up in three centuries from fewer than 100 houses clustering around the Lord of the Manor's Castle and the old Collegiate Church (now the Cathedral) at the confluence of the Irwell and

the Irk. These were the principal buildings in the great plain of South Lancashire, which extends from Liverpool to the Yorkshire mountain border and the Pennine Range. Cloth weaving, brought by Flemish refugees, had already established itself in the district, and during the fifteenth century the manufacture of woollen and linen goods grew steadily. At first spinning and weaving formed the winter trade of the farmers, but the town was necessary for manufacturing and selling purposes, and Manchester added to its houses every year.

Unfortunately, however, the town expanded in a haphazard fashion. It kept to a crowded centre, and until 1780 probably four-fifths of its inhabitants resided within a quarter of a mile from the Cathedral. There was not a really wide street in the place. Houses sprung up in narrow lanes and courts. The cores of Norwich and Barnstable to-day in their lay-out are much like Manchester so late as the end of the eighteenth century. Worse than all, by a legal decision of 1359, Manchester was decided not to be a borough, but only a market town, governed by the feudal court of its lord, with the result that until the nineteenth century the city was condemned to remain under the quasi-manorial government of the Court Leet, which met twice a year. This Court Leet was without public representation, and appointed certain officers—the dog-catcher, ale-taster, and swineherd surviving until close on 1800. One of the chief concerns of the Court was the collection of the market tolls of the manor, bought by Sir Nicholas Mosley for £3,500, and sold by his descendant to the new Manchester Corporation in 1846 for £200,000.

## *THE INDUSTRIAL REVOLUTION*

The Industrial Revolution which was to change the fortunes and character of Manchester began in 1760. By this time a little cotton had come into the country from the East, and the Manchester woollen manufacturers were working it up with other textile materials into "fustians, vermilions, and dimities." The reputation for these goods spread, and mention is made of consignments to Ireland and other parts of the kingdom. Some of the domestic processes of manufacture were transferred to workrooms. The deepening of the channels of the Irwell and



# THE GROWTH OF MANCHESTER



**Map of Manchester and Salford in 1750**

*By Casson and Berry*

The aspect is from the N.W., the main streets being Deansgate, Hanging Ditch and Millgate. There is a single bridge over the Irwell to Salford. All the houses in the centre have garden-land behind them.

Mersey allowed vessels of 50 tons to bring cotton from Liverpool, and still cheaper transport came with the opening of the Bridgewater Canal in 1772, followed by the construction of other artificial waterways.

Pack-horse tracks were beginning to be replaced by turnpike roads. The Lancashire highways were so bad that Arthur Young, in coming by coach from Liverpool to Manchester in 1770, said he knew not, "in the whole range of language, words sufficiently expressive to describe this infernal road," and he cautioned all travellers who proposed to travel "this terrible country" to avoid this road "as they would the devil." A great new road connecting these two cities has been planned by the Ministry of Roads, and now only awaits the support of the local authorities concerned.

Cheaper and more convenient transport prepared the way for the effect of the mechanical inventions in spinning and weaving between 1733 and 1800, which revolutionized the textile trades by allowing production to be increased a thousandfold. Cotton mills and factories, driven first by water-power, and later by steam, sprang up in hundreds in Manchester and in the sur-

rounding villages and small towns in South and East Lancashire, pushing the older woollen and linen trades into other areas. Other industries followed. Machinery was required, and the immense coalfield in the district—there are three coal mines in the present city of Manchester—brought general engineering, and engineering runs cotton close to-day for supremacy. Later came all the subsidiary cotton trades, with chemicals, dyes, rubber, and hundreds of other things. The opening of the first railway in 1830 gave another tremendous impetus to trade, which has been repeated by the opening of the Ship Canal in 1894 and the incorporation of a number of Cheshire suburbs.

The first effects of the Industrial Revolution was to bring workers to Manchester, and this process has gone on ever since. But until the municipal charter was obtained in 1838—and another ten years transpired before the new Corporation really began to take notice—it was no one's business to house people or to think of the results of their coming, or of public health, or of matters relating to highways and wide and straight streets. Factories and houses were run up as quickly and as cheaply as possible, and



# GARDEN CITIES AND TOWN-PLANNING

usually the houses stood around the factory in courts and entries. Manchester had to expand, and the cornfields and gardens of the little hamlets of Ancoats, Hulme, and Deansgate gave way to crowded streets and factories. Market Street, the principal central thoroughfare, was, in 1820, known as Market Sted Lane, and so narrow in places that only one vehicle could pass at a time. To Manchester men of to-day, knowing a little of the history of these times, it is wonderful how Market Street ever got so wide or so straight as it is to-day, or how there are any comparatively wide streets at all.



**One of the many merchants' houses, combining home and warehouse, built in Manchester during the 18th Century**

## MUNICIPAL MANCHESTER

The infant municipality had so many pressing and imperative subjects—cellar dwellings, back-to-back houses, sewage, infectious disease, gas and water supplies—to tackle in its early years that no surprise need be caused at the absence of any scheme to deal with prospective further extensions. Manchester had grown up piecemeal, fashioned by personal whim, and on no settled plan, under the Court Leet; and the members of the Corporation accepted the foundations and outlines laid. They may have accepted them because it was the easiest way or because they lacked “vision” and a civic sense. They certainly took no heed of the morrow. Another reason for their attitude and policy is that the real leaders of Manchester life were the manufacturers and general employers of labour, and all their interests were con-

centrated on the building of factories and workshops. The acquisition of material wealth was the main thing in Manchester between 1800 and 1860, and the great political agitations of the period had a more or less direct bearing on this subject.

The period, too, was one of enormous changes in the staple trade. At first spinning and weaving and other processes were carried on under one roof. Then they became separate industries, and weaving went northwards to a region with a more humid atmosphere. As the years passed the cotton trade became more and more specialized. Particular towns took particular branches. In the early stages the manufacturer lived near his mills, and Manchester about 1820 had nearly 400 mills. The railways broke up this centralization and scattered the trade. Manchester, however, had established its position as the central market, and all the buying and selling were carried on here. The merchant side of the business parted from the manufacturing, and the agent and foreign shipper came on the scene. Whilst the Manchester mills were gradually closed or diverted to other uses, offices and warehouses arose in the centre of the city, and banks, insurance offices, and all the machinery for home and foreign trade of a wide territory increased around the Royal Exchange.

Census and other returns are significant of the city's growth. Here are some population figures :

|          |         |          |         |
|----------|---------|----------|---------|
| 1760 ... | 20,000  | 1851 ... | 228,000 |
| 1773 ... | 22,000  | 1871 ... | 379,000 |
| 1788 ... | 44,000  | 1901 ... | 505,000 |
| 1800 ... | 75,000  | 1906 ... | 637,000 |
| 1831 ... | 142,000 | 1921 ... | 794,000 |
| 1841 ... | 163,000 |          |         |

It will be seen that the population has more than doubled in the last half century, due not only to increased production in the cotton trade, but also to engineering and dyes, and to the new industries brought to Manchester by the Ship Canal. The city has also increased in area, as the following figures testify :

|          | <i>Acres.</i> |          | <i>Acres.</i> |
|----------|---------------|----------|---------------|
| 1884 ... | 4,293         | 1890 ... | 12,935        |
| 1885 ... | 5,933         | 1904 ... | 19,803        |

The more recent increases consisted mainly of open suburbs on the Cheshire and residential sides, affording the city more breathing



# THE GROWTH OF MANCHESTER

space and adding to it new houses, gardens, and wider roads.

The congestion in Manchester is mainly confined to the business and central shopping

area and to the older industrial suburbs on the east and north. The inner ring has benefited greatly in recent years by the demolition of old houses and streets for new railway



## A Century of Housing types in Manchester

(1820) York Place, Hulme.

(1870) Howard Avenue, Ardwick.

(1914) Brompton Road, Moss Side.

(1845) Caroline Street, Hulme.

(1895) Bickley Street, Moss Side.

(1922) Morley Avenue, Wilbraham Road Scheme.

These views are very characteristic of the housing accommodation of Manchester. They do not include the worst type of slum which are found in the many courts and alleys in the great city. The garden fronts of the 1870 type are often found in obscure side streets, while the almost endless vista of the 1845 and 1895 types is accounted for by the "gridiron" layout of the building schemes of last century.





**Map of Manchester and Salford in 1825**

*By J. Pigot*

The aspect is from the South and shows the very great increase in building during seventy-five years, particularly on the road to London.

stations, works, and warehouses, and by clearances of insanitary property by the Improvements Committee of the Corporation. In the last half century the Corporation has more and more realized the shortcomings and want of foresight of the early municipal rulers, and every effort has been made to remedy matters. The pattern of the older parts however has been set, and little can be done, owing to the cost of land. Building lines are in operation, and as old houses disappear their successors are set back, so as to secure a wider street for the future. It is on the outskirts, north and south, where the real opportunities come, and these are already fitted with town-planning schemes, in which the construction of main arterial roads has already made considerable progress.

Manchester's internal traffic is large enough to occupy all the space available in the narrow streets and highways. When to this is

added the traffic from the "cotton belt" which, owing to motor transport, has largely increased by road, the Ship Canal traffic, and that of the Cheshire agricultural districts, congestion is a poor word to apply to the condition of the highways during the day. The tram traffic alone is a continuous procession of cars along all the lines, as the system taps most of the small towns in a radius of ten miles. Schemes have been discussed for removing the slow and heavy wheeled traffic to the side streets, but these streets are not wide enough to take it. New roads or the widening of existing roads are prohibitive owing to the cost. Something, however, will have to be done quickly, and one suggestion is to place the tram service underground in the business area. An underground railway would not be of any use, as it is vehicles and not pedestrians that block the roads.



# Manchester and District Joint Town-Planning Advisory Committee

By P. M. HEATH, *Town Clerk of Manchester.*

**T**HIS Advisory Committee came into being in the early part of the year 1921. The idea of forming a representative body to co-ordinate and join up the town-planning proposals of adjacent authorities was conceived in Manchester as a result of difficulties which were experienced in connection with the preparation of a town-planning scheme for the southern portion of the city. Prior to the formation of the Joint Committee, the Manchester Corporation was proceeding to town-plan the southern portion of the city (the area of the scheme being 5,269 acres). In the preparation of the scheme provision for certain arterial roads was desired for the purpose of relieving the existing traffic congestion in the city, for meeting future traffic needs, and for securing additional means of ingress and egress to the city. The continuation of these arterial roads had of necessity to be provided for beyond the city boundary, and it became imperative for the Corporation to approach adjoining local authorities with a view to the proposed arterial roads being continued into the areas of such authorities.

The early stages of the negotiations with the local authorities concerned were clouded with suspicion, but ultimately goodwill was established, and in view of the advantages which presented themselves by co-operation in town-planning—it was thought advisable that all the local authorities within an area of about fifteen miles from the centre of Manchester should be invited to co-operate in the preparation of town-planning proposals.

In September, 1920, the North-Western Branch of the Garden Cities and Town-Planning Association held a Conference in the Manchester Town Hall. The Conference was attended by representatives of many local authorities and a resolution was passed that all local authorities within a radius of fifteen

miles from Manchester should form a committee for the purpose of acting in an advisory capacity and co-ordinating and linking up all town-planning schemes.

Within the area of fifteen miles from the centre of Manchester there are some 109 local authorities (including four County Councils)—of these seventy-seven have associated themselves with the formation of the Advisory Committee. The committee was constituted under the powers contained in Section 54 of the Housing, Town-Planning, etc., Act, 1909, as amended and extended by Section 42 of the Housing, Town-Planning, etc., Act, 1919. The area of the committee's activity embraces portions of the counties of



**Lieut.-Col. Thomas Turnbull, J.P., Alderman of the City of Manchester, Chairman of the Housing and Town-Planning Committee of the Corporation**



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Local Authorities in a Fifteen-mile radius from St. Ann's Square, Manchester

- Town-planning schemes in preparation (e.g., Haslingden).
- Town-planning schemes to be prepared by 1926 (e.g., Darwen).
- Town-planning schemes now being considered (e.g., Manchester Central).
- Prepared to promote joint town-planning schemes (e.g., Royton).
- Not prepared to promote town-planning schemes (e.g., Tintwistle).
- No information yet available (e.g., Wilmslow).

NOTE.—The black outlines indicate areas that are, owing to their population, compelled to prepare town-planning schemes, and it is important to observe that many local authorities not so compelled are doing so voluntarily, while others are holding out, such as Bury Rural District, which has four separate areas almost in the heart of the circle.



# JOINT TOWN-PLANNING ADVISORY COMMITTEE



**Aeroplane View of a Manchester "Gridiron" area**

Lancashire, Cheshire, Derbyshire and Yorkshire (West Riding) and there are on the committee elected representatives of eight County Boroughs, 14 Boroughs, 43 Urban District Councils and 8 Rural District Councils. Each County Borough and Borough associated with the committee is entitled to elect two representatives and each Urban and Rural District Council one representative to sit on the Joint Committee. There are certain co-opted members on the committee representing the before-mentioned County Councils, the Garden Cities and Town-Planning Association, the Manchester Society of Architects, the Ministry of Health, and the Ministry of Transport.

The real work of the committee is undertaken by sub-committees of which there are five, namely: (1) the Building Development Sub-Committee, which considers and advises upon the general guiding principles to be adopted by the various authorities as regards building development within their areas. (2) The Civic and Regional Survey Sub-Committee which is carrying out the preparation of a civic and regional survey of the area. This sub-committee is largely composed of engineers and surveyors of certain authorities associated with the working of the committee. (3) The Roads Contributions Sub-Committee, which is conducting investigations on the

question of the proportion of the cost of constructing main roads to be borne by (a) the State, (b) the county and (c) the various authorities through whose area any particular road may pass. (4) The Roads Sub-Committee, which considers and makes proposals as to new roads and widenings of existing roads within the area of the Joint Committee, is composed principally of engineers

and surveyors to the various authorities represented on the Joint Committee. (5) A Legal Sub-Committee, whose function is to consider the provisions of the Town-Planning Acts, particularly as regards compensation for land, acquisition of land and easements and the application of the provisions of the Town-Planning Acts to all lands. This sub-committee is composed of town clerks and clerks to the various authorities associated in the working of the Joint Committee.

Any local authority represented on the committee may instruct any of its officials to attend the meetings of the Joint Committee, but such attendance is in an advisory capacity only. The members of the committee retire annually but are eligible for re-election. The committee meets quarterly and such other meetings are held as are from time to time decided upon, as circumstances require. The committee is authorized to incur expenditure in connection with its work up to a sum not exceeding £1,000 in any one year.

The expenditure is contributed by the councils represented on the committee (excluding the four County Councils) in proportion to the total assessable value of their respective areas.

Amongst the important recommendations which the committee has made to the various authorities are:



# GARDEN CITIES AND TOWN-PLANNING

1. That in connection with the promotion of any town-planning schemes, all local authorities in the area should include in such schemes the whole of their respective areas whether developed or undeveloped.

2. The issue of a First Interim Report on Building Development pending the preparation of schemes making recommendations as to the definition of buildings; maximum average number of dwelling-houses per acre and maximum number on any one acre for both Urban and Rural areas; the proportions of the site area of a dwelling-house to be built upon; regulations as to houses built in blocks and as to secondary means of access to such houses; height of dwelling-houses, space between buildings fronting streets, and also issued special reports on public open spaces and recreation grounds, and zoning.

3. As to the desirable minimum widths of first and second class roads and as to the building set-back thereon, as follows:

100 feet width for all new roads, first class.

75 feet width for all new roads, second class.

Widening to 100 feet for all existing roads, first class.

Widening to 75 feet for all existing roads, second class.

Building set-back of 20 feet on either side of all new first and second class roads, subject to a relaxation in the case of all buildings, other than dwelling-houses, which may be brought forward not more than one-half of the 20 feet building set-back.

The success and public interest which attended the holding of the recent Exhibition and Conferences organized by the Joint Committee in the Manchester Town Hall, has very much stimulated interest in the work of the Advisory Committee.

It is estimated that upwards of 17,000 persons passed through the rooms in which the exhibits were displayed, and although the exhibition was intended to last six days, owing to requests received from influential quarters the exhibits were kept on view for ten days.

## Points from the Manchester Conference

THERE can be no question of the importance, perhaps the critical importance, of the Exhibition held at Manchester last month by the Manchester and District Joint Town-Planning Advisory Committee, and those who are keenly interested in town-planning should be careful to note that though the Exhibition was held in Manchester Town Hall, it was the concern of a Committee which did not stand for Manchester more than it stood for any one of the seventy local authorities which were represented upon it. The object of the Exhibition was frankly propagandist. It aimed at creating a better understanding by people of all classes of what town-planning means and can do towards securing a greater measure of social happiness, health, commercial and industrial efficiency and prosperity. Its object was certainly attained.

In addition to the Exhibition a series of conferences were held, and the attendance at these was remarkable. Both the opening meeting in the Organ Chamber of the Town Hall and the other meetings in the Council Chamber were packed, and the audience to an unusually high degree consisted of men—and business men for the most part. The papers read were of very high merit, and the

discussions which followed them showed that Lancashire is not merely interested in town-planning, but that it is applying to its problems not only the qualities which have made South-East Lancashire what it is, but also some new qualities of prevision and consideration for the human factor which if given scope will make Lancashire in the future worthier of her people.

It would be impossible to describe the exhibits in detail, but mention should be made of the map showing Manchester as it might have been to-day had town-planning been applied in the last fifty years. It made a striking contrast to the adjacent plan of existing Manchester, with its complete lack either of ring-roads or of through transport facilities; its offensive trades, cheek by jowl, with scarcely less offensive “gridirons” of working-class quarters, and its disordered spread into what but a generation ago was countryside.

Of what was said at the conferences it is impossible to give here more than a few extracts. A full report of the proceedings is being prepared and will be shortly issued at a price of 5s. A supply of these are being obtained by the Association and copies will be sent to members on request.

The Garden Cities and Town-Planning



## POINTS FROM THE MANCHESTER CONFERENCE

Association sent a number of plans and diagrams to be included in the Exhibition, and at the time of writing it seems hard to say when these will be returned to the office, as Rochdale and Rawtenstall have already been fired by the example of the Manchester district, and town-planning exhibitions are at the moment open there.

The following extracts are among the most notable things said. The City Engineer of Birmingham, Mr. H. H. Humphries, M.I.C.E., said :

The setting up of the Manchester and District Joint Town-Planning Advisory Committee is a most interesting and valuable step for securing the adoption of a comprehensive scheme covering a large area, but experience in connection with Town-planning does strongly emphasize the absolute necessity for statutory Regional Town-Planning Councils to be established throughout the country with certain legislative powers. Unless this is done it is more than unlikely that the results which should be obtained from town-planning will be achieved.

Railway stations are the front doors to the town, and in addition to the suitability of their actual position being considered, it is important that they should be attractive front doors, leading into a hall with pleasant and dignified surroundings. First impressions of a town, like those of a house, are important and lasting. Many of the Continental Railway Stations of fine design, opening on to noble squares, wherein facilities for reaching all parts of the City are available, make the entrance to those cities most impressive. . . .

The new trunk road which is projected between Birmingham and Wolverhampton has been designed to be ultimately 150 feet in width. . . . Main approach streets to important centres may, with advantage, be made of greater widths and often planned as parkways, forming part of the park system of the city. There is in all roads the question of a set-back of the buildings to be considered.

Sir Henry Maybury, K.C.M.G., Director General of Roads, Ministry of Transport, read a most valuable paper which has been extensively quoted in the daily and weekly press, and we will quote only his greeting to the Committee which convened the conferences :

You have cast your net broad and wide, you have discarded parochialism which is the bane of the engineer, and when you debate the future development of this great area, you call into consultation representatives of Cheshire, Derbyshire and Lancashire, of eight County Boroughs, and of more than sixty other Local Authorities—a round-table of fifteen miles' radius. For one reason which I will touch on later, I could almost wish that your mandate extended even further in the direction of Liverpool. The future is in your hands, and you are not afraid to mould it. Such a spirit deserves success

and will, I believe, command it. The Committee has entered upon a great adventure, and I wish its members God-speed—and a host of imitators elsewhere.

Together with a sentence which explains his reference to Liverpool :

Watch in this stagnant trade period the Liverpool-Manchester traffic squirming and sweating through the 15 ft. bottle-neck at Warrington, and then try to picture what will happen when Lancashire gets busy again.

Professor Abercrombie's paper, on "Regional Town-Planning," was of particular interest to members of the Association, and a fuller reference to it will be possible in the next issue of the Journal.

Mr. F. M. Elgood, O.B.E., late Housing Commissioner, "H" Region, read a paper on "Town-Planning Schemes," which dealt both with the human need for town-planning and with practical details of administration. Of particular value was his plea for a thorough consideration of the question of open spaces. His closing remarks were as follows :

Finally, I ask members of Local Authorities to look round and view the blots in their district which have arisen from want of a controlling and guiding hand, to recall the immense sums which have been paid for street widenings, slum clearances and other improvements, and then to reflect that the big question is not what it costs to town-plan, but what it costs *not* to town-plan.

Mr. G. L. Pepler, F.S.I., Chief Town-Planning Inspector, Ministry of Health, dealt with "Progressive Town-Planning" :

"The only practical sanatorium for the people is a reasonably healthy environment in their own homes," once said Dr. Wynne, of Sheffield. Moreover, the enjoyment of good health means more than not being sick, it is something positive. It means the enjoyment of unimpaired vitality and strength. In this respect I think it is reasonable to consider what the fairly well-to-do worker does, the man whose means give himself a little elbow room. Do we not find that when his work is done he likes to get right out of sight of it, however congenial it may be, so that he can put it out of his mind for the time being? And without doubt this enables him to return to it next day refreshed and vigorous. I notice that in a recent interview, Lord Leverhulme stated, "I make it a rule to leave business behind me for the day when I leave the office." Town-planning should enable the majority to be able to afford this by keeping the big industries separate from homes, yet within easy reach, and by providing oases and buffers in the shape of open spaces or parkways.

Mr. E. G. Culpin, formerly Secretary of this Association, read a paper on "The Sociological Aspect of Town-Planning," an



## GARDEN CITIES AND TOWN-PLANNING

aspect which nearly all the other papers recognized, but to which no others were able to do justice :

The great difference between town-planning in this country and the town-planning that had gone before it, particularly in France and Germany, is this sociological basis. . . . It has always seemed to me that British town-planning proposals started from the other end. It was not with the idea solely of making the city more beautiful or more convenient that town-planning was here first preached, but because by planning the area properly the home of the worker could be secured in good surroundings at a reasonable price and accompanied by those amenities of life which would go far towards the building up a better type of manhood.

Mr. I. G. Gibbon, C.B.E., Assistant Secretary, Ministry of Health, dealt with "Zoning," i.e., the allocation of land for particular uses, and Professor Adshead, F.R.I.B.A., London University, read a paper on "Imagination in Town-Planning." Unfortunately it has not been possible to obtain copies of these papers, and quotation must be left to wait the publication of the official report.

Mr. Thomas Adams, F.S.I., Town-Planning Adviser to the Canadian Government, read a paper on "Town-Planning Necessary for Industrial Efficiency," from which we will quote out of much that is eminently quotable, the following :

The process of decentralization of industry, involving the dispersal of certain classes of manufacturing plants from urban into comparatively rural districts, or from large crowded centres into smaller towns which is taking place in some regions, is partly the result of the absence of town-planning in the existing centres. It is where this process is going on that it is practicable to create Garden Cities. Where it occurs without planning the new industrial areas thus being created, the movement will be of no lasting benefit to the industries—and the evils that have given rise to it will be repeated in the new areas.

The final paper of the Conference was read by Alderman T. Turnbull, D.L., J.P., Chairman of the Joint Town-Planning Advisory Committee. He described the work done by his committee, and as this subject is covered by the article printed elsewhere in this number, written by the Town Clerk of Manchester, there is no need to quote his words here. It is, however, a pleasant duty to add our congratulations to the many which he received on the great success of the Exhibition, and we do this with particular appreciation of the fact that though the original stimulus to the creation of such Committee was given by the conference held by this Association at Manchester in December, 1920, it owes nothing of the success of the work which it has carried out to anybody outside the Manchester District.



**Aeroplane View of new Manchester Housing Scheme**

*[By the courtesy of the  
Central Aerophoto Co. Ltd.]*



## Dr. Addison's Book

NO future Minister of Health, however apathetic he may be on housing, can rejoice that his original predecessor has written a book. *The Betrayal of the Slums* is a studiously moderate re-statement of the case for an adequate policy for dealing with the slum problem. There is in the book singularly little recrimination or personal apologia, and in this Dr. Addison shows a breadth of view and generosity which makes one feel that his work on Housing is not yet finished.

There are certain criticisms which occur on reading the book, most notably that sufficient emphasis is not laid on the impossibility of even beginning an adequate slum policy until the general housing shortage is made good, both in respect of arrears and of carrying out an adequate annual programme for meeting the annual increment in need. Dr. Addison is concerned to show the utter inadequacy of the policy, which after his resignation was announced, of setting aside a sum of £200,000 per annum for dealing with slums, and this he does most convincingly. He does not, however, do justice to the fact that last year even this inadequate sum was not claimed by Local Authorities, and that it will be impossible for this sum to be claimed until Local Authorities know that in closing unfit houses and in making schemes for insanitary areas they are not, in fact, throwing slum dwellers out of the frying pan of insanitation into the fire of homelessness. Nor is sufficient stress laid on the necessity of dealing with slums not locally but regionally. The conclusions arrived at by Mr. Chamberlain's Committee are mentioned but in such a way as to lump garden cities with Public Utility Societies and "other similar bodies." Public Utility Societies have a most valuable function to perform both in existing towns and in garden cities, but they are not in any sense bodies similar to garden city companies.

It is permissible, perhaps, to hope that at some future time Dr. Addison may find an opportunity to lay stress on the point that, when the Unhealthy Areas Committee sat down to consider the whole slum problem, they were forced to the conclusion that its solution demanded a constructive policy designed to strike at the root of overcrowding by removing the industrial and psychological factors which have created overcrowding. It is possible that Dr. Addison was anxious not to frighten his readers by demonstrating either the full magnitude of the problem under discussion, or the full scope of its solution. We believe, however, that people on

the whole would be frightened less by this than by his calculation that £200,000 per annum gives 1s. 4d. per house per annum to Leeds, if that city means really to tackle 60,000 of its 72,000 back-to-back houses, or 2s. 6d. per house if it confines its activities to the 33,000 back-to-back houses of the worst type.

Whatever weight, however, may be given to such criticisms as these, *The Betrayal of the Slums* is a notable book. The historian of the Housing movement will naturally look for the light it throws on the inner history of Dr. Addison's resignation and of his personal responsibility for the errors which, it is now easy to see, were made in framing the National Housing Policy of 1919. Dr. Addison disclaims responsibility for the penny rate basis of financial assistance, and also for the particular method of securing supplies of building materials which resulted in the formation of the D.B.M.S. He states what was always suspected but never clearly known, that the clamour for political results, the determination to proclaim in Parliament that contracts had been let for houses while no thought was given to the price for which those contracts were made, was due not to any desire on his part to justify his work as Minister of Health, but to the insistence of the Cabinet and in particular to the late Prime Minister.

The full inner history of the Housing problem has still to be written. Dr. Addison makes no indiscretions. But he makes it abundantly clear that he foresaw that carelessness of eventual cost was piling on the back of the Housing policy a burden which would most certainly break it. It may be said that he did not resist with sufficient firmness the pressure from his political chief. That is a criticism no doubt most easily made by those who have had no experience of high political office.

The true view of what constitutes national economy has never been more clearly or more ably put. The deadly connection between unfit houses and unfit citizens, and the true inwardness of what it costs the country to tolerate homes of a single room, are points on which many have still to be instructed, and Dr. Addison shows rare judgment in giving *in extenso* the moving testimony of Dr. James Burn-Russell on the Housing conditions which prevail not only in Glasgow, but increasingly in every town and city of our country.

The book is published by Mr. Herbert Jenkins at 2s. 6d. net.

## International Garden Cities and Town-Planning Association

THE Paris Conference, although arranged at short notice owing to the postponement of the Rome Conference of the Congrès International, and despite political crises in several countries, was a great success. Delegates and members attended from twelve countries, and encouraging messages were received from organizations in those countries which were at the last moment unable to send delegates. News was also received of the formation of organizations in countries where hitherto there had been none. Some

of these have already applied for affiliation. The delegates were received by M. Strauss, Minister of Hygiene and Social Welfare, who greeted them on behalf of the French Government. Mr. Ebenezer Howard was re-elected President. A representative Council was appointed which at its first meeting elected a strong Executive Committee. As the conference and tours terminated just before going to Press, a fuller report must be left over to the next issue of the JOURNAL.



# The City of Ypres

**I**N Military circles October 31st is now appropriated to the memory of Ypres, and it is fitting that at this moment we should make a reference to it.

The name Ypra, or Ypras, appears to have come from the little Yperlee which ran through its centre or rather on the banks of which it grew. The nucleus of a town was

founded round a constructed fort by Baldwin III in the second half of the tenth century, and enlarged by Thierry d'Alsace, Ferrand, Count of Flanders, and Jeanne, Countess of Flanders. Thriving on its industry of cloth-weaving, and patronized by the Counts of Flanders, the town grew daily more prosperous. Having obtained certain franchises and

liberties it held an exalted position among the cities of Flanders. These privileges facilitated industrial and commercial relations not alone in the country, but also abroad. From the year 1127 the Ypres market was the resort of the merchants of Europe and the East. In the thirteenth century it may be said that Ypres was at the zenith of her power. Her population numbered 200,000; she possessed seven parish churches, and within her walls more than 8,000 trades and crafts flourished with unceasing activity. The guild of drapers, or cloth-weavers, erected out of their own funds the imposing Cloth Hall—the most remarkable civil monument of the Middle Ages.

A siege by the Genoises aided by "les Anglois" in 1393, was abandoned after six weeks owing to the stout resistance put up by the inhabitants. Philippe le Hardi, Duke of Burgundy, newly fortified Ypres, enlarging and



The Town and Fortress of Ypres at the time of the Treaty of Utrecht



building a new wall round it in the year 1388. As time went on, the traders, finding that they were ignored and overruled by the very classes whom they had enriched, rose up in revolt, determined to assert their rights. Hence the violent strife in the fourteenth century between rulers and subjects, the great and the small. Allied to Bruges and Ghent, Ypres took up arms against the Counts of Flanders, who tried to restrict its ancient privileges, and against the Kings of France, always inimical to the Flemish nation. Among themselves the great communes were divided by commercial rivalry. These incessant and ruinous wars paralysed industry and drove away the foreign merchants who had their counting-houses there. The cloth trade declined irremediably, and Ypres gradually lost her power and greatness.

The first plan printed here is taken from Nicholas Tindal's continuation of Rapin de Thoyras' *History of England*. It shows that Ypres was a very strong fortress defended on the north by strong bastions and on the south also by the inundations which are common to Flanders. The high ground on the east was normally the only firm approach to the city. Those who share the memories of the battles of Ypres in the Great War will look with interest on the road to Courtray, the Dixmude Gate and the Menin Gate.

The second plan of Ypres which accompanies these notes is

a careful adaptation from Popp's Cadastral plan which was published in 1853, and is, so far as we have been able to ascertain, the first detailed plan published since the war. It fairly and accurately represents the town prior to the war.

We learn from Messrs. Nicholas and Dixon-Spain that although the greater part of the town was destroyed by bombardment, it is being slowly rebuilt on the same plan as Popp's; and their fine drawing of this plan is the basis of our small reproduction, for which we tender them our thanks.





# Reviews of Books, Etc.

*For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place, W.C. 1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.*

*The American Vitruvius*, being an architect's handbook of Civic Art. By WERNER HEGEMANN and ELBERT PEETS. 298 pp., illustrated. 1922. New York: The Architectural Book Publishing Co. 40 dollars.

Undoubtedly this is the most ambitious work on town-planning, both in size and richness of contents, that has come into our hands. Its title is drawn, we suppose, from the *Vitruvius Britannicus* of Campbell, and this, again, from the original classic itself, while its purpose is indicated in the sub-title—it is intended to be a handbook of civic art for architects. Many others will scan its pages with interest, for it is a kind of encyclopædia of town-planning from ancient to modern times. Of the illustrations it may be said at once that there is a certain incongruity in the immediate juxtaposition of old engravings, modern photographs, and rough pen sketches on the same page; this is partly due to the largeness of the page, the loaning of blocks and the reproduction of plates to different scale; but we think it could have been avoided with some extra care.

The first chapter deals with Camille Lité and his work, and the second largely with Rome. Judging by the reproduction of Piranesi's Campus Martius the Romans dispensed with streets and roads in our sense of the word, at least in the "civic centre" of their city. The general subject of this chapter is "Plaza and Court Design in Europe," which raises the thought that this is hardly the right way to begin a survey that is intended to be historical. Would not the market-place, rather than the ornamental plaza, be the better point of approach? Merian's plan of 1615 and Turgot's plan of 1739 immediately excite our interest in the form and design of Paris as a whole, and show that La Place Royale was—no more than its name implies. "The Grouping of Buildings in America" is not quite adequate and circulates round the civic centre, which, again, is the end rather than the beginning of monumental city architecture. Following "Streets and Gardens," the authors pass, in Chapter VI, to "City Plans as Unified Designs." Here the "ideal towns" are recorded and the reconstruction and developments of existing towns described. Paris is handled well, but London badly. Here, again, however, appears the fault of disproportion and incongruity in the juxtaposition of Mannheim, Ansbach, and the little village of Tremadoc in Wales. Here, too, Knebworth estate is called an English garden city and Letchworth is not. Innumerable housing schemes of a negligible kind are included, and not even one good city plan of the dozen American towns which have been surveyed and provided with a plan for their future development. The authors seem to have become weary of their great venture. Chapter VII deals with Washington, and concludes the book.

It is somewhat disappointing to observe that in

the bibliography at the end of the volume this journal has no mention among the periodicals, and Mr. Howard and his book are overlooked. There must be something wrong in our publicity which has prevented this Association and its works from becoming known to the authors of *The American Vitruvius*. Or is it our modesty?

*The Smokeless City*. By E. D. SIMON (Lord Mayor of Manchester) and MARION FITZGERALD, with a preface by LORD NEWTON. (82 pp.) 1922. Longmans, Green and Co. 1s. 6d.

The habit of polluting land, sea, and sky with the refuse of our civilization would have shocked Zoroaster long ago if he could have known the extent to which it has been carried in industrial countries, yet happily there has arisen a band of purifiers who battle courageously with the evil. Smoke is the enemy which has had the longest run and is now to be tackled in earnest, and if Mr. Simon and his friends can have their way, will be brought under control. It is not only factory chimneys which darken the air; they can largely be dealt with by smoke consumption apparatus. It is domestic heating and cooking that accounts for a great deal of damage, especially when there is a vast congestion of houses as in our large towns. The extent and varied cause of the evil is impressively described in this book and many promising solutions are offered. This is not a fanatical quixotic crusade, but a practical campaign. We commend the book to our readers.

*A Modern City*. By ROB MALLET-STEVENSON. London: Benn Bros. 30s.

This is a merry collection of designs for the essential buildings of a modern city. Most of the buildings are totally unlike those which adorn or disfigure the streets in which we live, and have a naive simplicity of treatment which stimulates thought on the conventional architectural absurdities amongst which we live, move, and have our being. It is possible that a number of Mr. Mallet-Stevens' designs will never take substance. It is not, perhaps, desirable that all of them should, but the study of his drawings, and, if possible, the carrying of some of them into effect, would do much to rid both the professional and the lay mind of the degrading superstition that a building can be a good building if it fails externally to suggest its function.

## SOME TECHNICAL BOOKS

*Building Supervision*. By GEORGE W. GREY, P.A.S.I. 176 pp. Second edition. 1922. E. and F. N. Spon. 3s. 6d. net.

This is an excellent and readable handbook which any clerk of the works might use with advantage; it is even handy for the amateurs, who think themselves competent to supervise the building of their



own houses. It thirty-two sections are well arranged and eas found.

*Modern Plumbing Illustrated.* By R. M. STARBUCK. 407 pp. 1922. Fourth edition, revised and enlarged. New York: The Norman W. Henley Publishing Co. 5 dollars.

This book is the lineal descendant of its predecessor of 1899, a handful of blue prints called "The Starbuck Plumbing Charts." It is thus a standard but very dynamic work which will follow the science and art of plumbing in all its varied developments in the future. Beginning with the humble kitchen sink and laundry tub, it passes on to lavatories and baths and the thousand-and-one accessories thereto. The text is clear and the illustrations are simple, sufficient and numerous. Plumbing is one of the side lines of civilization which more and more depends upon the thoroughness with which its more modest arts are conducted. The enormous buildings now customary, especially in America, call for skill and concentration in the plumber which years ago were never contemplated. Mr. Starbuck's book has established itself, and its author's good reputation, as a beneficent necessity.

It has been adopted and used as a reference book by the United States Government, in its sanitary work in Cuba, Porto Rico, and the Philippines, and by the principal Boards of Health of the United States and Canada. It contains seventy full-page, detailed plates which have been drawn specially for the work. These plates show all kinds of modern plumbing work. Each one of these seventy detailed plates are accompanied by several pages of descriptive matter, in many instances, as many as eight or ten pages of text being devoted to a single plate. This text forms a critical and concise treatment of each phase of the work under discussion.

It gives connections, sizes and working data for all fixtures and groups of fixtures. It is helpful to the master plumber in demonstrating to his customers and in figuring of work. It gives the mechanic and student quick and easy access to the best modern plumbing practice. This book represents in a word the latest and best up-to-date practice, and should be in the hands of every architect,

sanitary engineer, and plumber who wishes to keep himself up-to-date, or as the Americans say, "up to the minute."

#### HOUSING ABROAD

*Klein wohnungsbau in Holland.* By Dr. B. H. Vos and ILSE CATS, with the assistance of GERHARD JOBST, Tutor at the Technical High School in Berlin. 107 pp. Berlin: Wilhelm Ernst and Sohn.

This book, of which the price is not given, is an excellent statement in German of the work accomplished in the building of small houses in Holland during the last twenty years. It includes material which we have already noticed in our reviews of Dutch books and periodicals. Building regulations and technical methods are concisely explained and the sections deal not only with the small town house but with the "landliche wohmingen" for one family or more. Tenements and settlements are also studied, and the book is very well illustrated in all its parts. Attention is also given to the difficult subject of private enterprise.

*Habitations a bon marché du Département de la Seine.* By HENRI SELLIER. 44 plates. Paris: CHAS. MASSIN.

This is an album of seven cités-jardins—Lilas, Dugny, Stains, Suresnes, D'Arcueil-Cachan, Plessis-Robinson, and Drancy. Reproduced entirely from architectural drawings, accompanied by plans and inscriptions, it is very different in character from the work above mentioned. It represents, in fact, the struggle of public intervention against private apathy, of new ideals against inertia and chaos. We should describe them as "housing schemes" if they appeared in England, as they might well do—except the apartment houses of Suresnes, which are run on the American model. There is great variety and charm about these schemes, and the pity is there are not enough of them. Twenty Drancys would go into our Hampstead Garden Suburb and then not make one Garden City. Adjacent factories are needed—in fact all the elements of our classical definition—to make a garden city.

## Notes and News

### NATIONAL HOUSING SCHEME

**MONTHLY OUTPUT OF HOUSES.**—The following figures of houses reported as completed month by month since the commencement of the National Housing Policy are of particular importance as showing the capacity of the building trade under the arrangements made:

| Month.         | 1919. | 1920. | 1921. | 1922. |
|----------------|-------|-------|-------|-------|
| January ...    | —     | 165   | 2,079 | 7,629 |
| February ...   | —     | 246   | 2,709 | 6,686 |
| March... ...   | —     | 204   | 3,538 | 8,675 |
| April ... ...  | —     | 429   | 4,461 | 7,145 |
| May ... ...    | —     | 356   | 5,242 | 8,238 |
| June ... ...   | —     | 477   | 5,967 | 6,908 |
| July ... ...   | —     | 318   | 6,073 | 6,984 |
| August ... ... | —     | 730   | 6,186 | 6,197 |
| September ...  | —     | 1,057 | 7,975 | 5,243 |
| October ...    | 18    | 1,256 | 8,446 | —     |
| November ...   | 33    | 1,592 | 8,163 | —     |
| December ...   | 49    | 2,341 | 7,416 | —     |



# GARDEN CITIES AND TOWN-PLANNING

## PRESENT POSITION OF BUILDING

We are informed by the Ministry of Health that the position on October 21st, 1922, was as follows :

|                  |     |         |         |
|------------------|-----|---------|---------|
| Tenders approved | ... | 167,798 | 167,250 |
| Contracts signed | ... | 164,302 | 163,658 |
| Houses commenced | ... | 163,228 | 161,418 |
| Houses finished  | ... | 141,231 | 135,988 |

The figures in the right-hand column show the position on September 1st.

During the month tenders were approved for 581 houses. The discrepancy between this figure and the difference of the two columns above is explained by the cancellation of tenders previously approved for thirty-two houses. In addition to the figures shown, Local Authorities have been authorized to obtain tenders for a further 6,950 houses provided that sufficiently low prices can be obtained.

## CONTINGENT HOUSES

A new feature in the Housing policy is that the Ministry has promised financial assistance under the Housing, Town-Planning, etc., Act, 1919, for a certain number of houses, provided that the Local Authority erect further houses without financial assistance. Local Authorities have been authorized to obtain tenders for 421 houses contingent on the erection of 693 others.

## HOUSES BUILT UNDER THE ADDITIONAL POWERS ACT—GRANTS TO PRIVATE PERSONS

On October 1st, the grant had been paid in respect of 39,053 houses, the total amount paid being £9,466,390. It is known that there are eighty-six unpaid claims still to be received. The total production of houses under the Additional Powers Act, seems likely to be approximately 39,200.

## COST OF HOUSES

The corrected figures of the average price of houses in approved tenders during the year 1922 are as follows :

|            | " A " type. | " B " type. |
|------------|-------------|-------------|
| January... | £494        | £560        |
| February   | £494        | £518        |
| March ...  | £436        | £513        |
| April ...  | £395        | £446        |
| May ...    | £392        | £422        |
| June ...   | £380        | £422        |
| July ...   | £379        | £413        |
| August ... | £370        | £408        |
| September  | £340        | £398        |

## £300 HOUSE

In addition to the houses already sanctioned at Leicester and Nottingham under £300, no further tenders at so low a figure have been received, except for a small number of non-parlour, two-bedroomed houses, and of a few houses in a rural district where the contract figure is exclusive of baths, sinks, plastering, etc.

## A DEMONSTRATION TOWN

The garden city and the satellite town have now been overtaken by America's latest proposal, " The

Demonstration Town," to be established at Mariemont, Ohio, on the outskirts of Cincinnati, due to the generosity of Mrs. M. M. Emery. A lay-out is given of the proposed town in *The American City*, from which we take the following paragraph :

" The Mariemont Company, following in general the lead of Letchworth and other English garden cities, is to create in the Cincinnati district a town or suburb on the same general lines, but put on a business basis in accordance with American ideas. The proposal is intended as an example or demonstration to be repeated in many places.

" The Mariemont General Plan, covering a tract of about 365 acres, provides for a town with its village green and public buildings, stores and amusements, school sites, playgrounds and parks, and complete and attractive housing accommodations for wage-earners of different economic grades. The normal lot sizes for the detached houses range from 50 to 80 feet frontage, with a depth of 120 feet. The houses will be provided with all modern conveniences including electricity and steam heat from a central plant. Adequate provision will be made for the proper maintenance of the property as a complete town or suburb."

## NEW TENEMENTS FOR LONDON

St. Pancras' Housing Scheme, initiated in 1919, is now completed and consists of an irregular area facing Prince of Wales' Road, on which is erected a large number of tenements designed by Messrs. Ashby and Winton-Newman. There is no doubt that the work is far superior to London tenements hitherto. Yet from our point of view, however admirable the design and execution, the principle of filling up vacant spaces in London with dwelling-houses of this kind is a mistake. The creation of satellite towns on the garden city principle that will take off the surplus population and industries from London is the only true remedy.

## ZONING AND THE FILM

Some time or other this Association will doubtless produce a film on town development and town-planning, but apparently we have been forestalled by the progressive Americans, who now advertise in *The American City* a new film on Zoning, which appeals to the popular imagination by the question : " Has your city grown like Topsy ? has it been developed according to a definite plan ? "

## THE GAS INDUSTRY IN CONFERENCE

The British Commercial Gas Association, a research and advisory body representing the whole gas industry, held its eleventh Annual Conference in the Lecture Theatre of the Museum and Art Gallery, Bristol, on Monday, Tuesday, and Wednesday, October 16th, 17th, and 18th, 1922, under the presidency of Alderman Sir George Davies, J.P., Deputy Chairman of the Bristol Gas Company. Members of the Conference were welcomed by the Right Hon. The Lord Mayor of Bristol at a reception on Monday evening, October 16th, when Sir Henry Gauvain, M.D., delivered a lecture on " Light and Life."

The significance of such conferences as this one, though in the first place commercial, is ultimately sociological and civic.



# GARDEN CITIES & TOWN-PLANNING

INCORPORATING · THE · HOUSING · REFORMER

Editors: WILLIAM L. HARE and W. McG. EAGAR

Vol. XII. No. 10

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## Editorial Comments

WHATEVER may be the opinions of its individual members, the Association is neither disappointed nor elated by the results of the General Election. It is true that certain parties have been quick to declare that no new National Housing Scheme will now be produced, and that early steps will be taken to repeal the Rent Restriction Acts. We do not feel any certainty on either of these points. If the Rent Restriction Acts are repealed the housing issue will become clearer—and more acute—than ever, and no determination to live in tranquillity could resist the pressure for an adjustment of wages which—to the great profit, be it said, of the owners of houses built before the war—would enable economic rents to be paid for houses built at post-war prices. The production of a National Housing Scheme is not so important as the formulation of a National Housing Policy which will, quite apart from *a priori* convictions on the desirability or detestability of State enterprise, secure the provision of an adequate number of houses, of adequate quality, in the places where their building will most adequately meet the industrial and social needs of the country. In any case there is no need to despair of a Government which has expressed its intention of securing peace and tranquillity. There can be no peace for any Government which does not deal constructively with the material conditions which create discontent and unrest, physical deterioration and moral disintegration. The Conservative Party has a curiously good record in social policy, and in appointing Sir Arthur Griffith-Boscawen to the Ministry of Health the Premier had no doubt in mind the fact that he has in the past shown a keen interest in the housing problem, and has already declared that, though the ultimate purpose of a housing policy must be to restore house building to the operation of private enterprise, he recognizes the probable necessity of an emergency scheme to deal with the present position. Any analysis of the present position must show the necessity of a policy which will deal with the arrears of housing which have accrued up to date and with the machinery necessary for seeing that further arrears do not accrue.

### THE EXPERIENCE OF BOURNVILLE

The Bournville Village Trust have very appositely published within the last month a booklet entitled *Bournville Housing*, which, though it is primarily a description of the housing schemes carried out at Bournville, is in fact a valuable contribution towards a constructive housing policy for the whole country. The moral of the booklet is the suggestion that Local Authorities might stand in the same relation to Public Utility Societies in general as the Bournville Village Trust has stood to the Public Utility Societies which have been operating at Bournville. The experience gained by the Village Trust is freely put at the disposal of



## GARDEN CITIES AND TOWN-PLANNING

all who wish either to form an opinion or to formulate a policy, and copies of the Bournville booklet will be sent either from this office or from the Publications Department at Bournville Works on payment of postage to any members of the Association at their request.

It would be idle to attempt to summarize fifty pages of closely-knit argument and illustration except by this quotation :

The Trustees hold that the only sound policy is to build houses with adequate accommodation and charge an economic rent, as any form of subsidy is ultimately a subsidy towards wages at the expense of the community. Present conditions in the country, however, compel a departure from this principle, as some method must be found to equalize conditions between the tenants of new houses and old ; otherwise new tenants will be unduly penalized in attempting to pay the higher rents, or the landlord of old houses will obtain undue profits. The lesser evil would seem to be to subsidize the smaller number of new tenants, and so prevent the exploitation of the much greater number.

### *A CONSPECTUS OF HOUSING POLICIES*

The housing problem is so vast and complex that it is not reasonable to expect any single solution to cover the whole field. It may, therefore, be of value to indicate the methods which from one quarter or another have been suggested since the collapse of the Housing Policy of 1919. Views on what the National Housing Policy should be have been expressed by representatives of every school of thought, and the policies suggested range from the revival of the full 1919 policy to a point only just short of continuing the Micawber-Mond impolicy of waiting for private enterprise to turn up while maintaining the Rent Restriction Acts. In the following statement both these extremes are ignored, because of the certainty that the former would not be tolerated, and of the hope that the latter is now seen to be ridiculous. If to any of our readers any policy which would lead to financial assistance being given in any form to any person or body of persons is anathema, we can do no more than ask him to read again the quotation given above.

The first group of suggestions may be ranged under the heading of

#### *(A) National Assistance to Local Authorities*

1. That the State should loan money to Local Authorities at a low rate of interest to enable them to make full use of the Small Dwellings Acquisition Act.
2. That the State should loan money at a low rate of interest to enable Local Authorities to build houses which on this basis of cheap money could be let at economic rents.
3. That Local Authorities should receive a flat rate subsidy to enable them to build houses of approximately Tudor Walters' standard at similar rents to those obtained for houses governed by the Rent Restriction Acts.
4. That Local Authorities should be encouraged to deal with slums with a limitation of their liability to the proceeds of a penny rate and should leave private enterprise to meet existing arrears and to provide the annual increment in houses made necessary by the normal increase in families.

The second group of suggestions would throw the duty of housing on the Local Authorities without assistance from the State.

#### *(B) Unassisted Action by Local Authorities*

1. That the Local Authorities should in accordance with Section I of the 1919 Act meet the housing needs of their district and charge any deficit to the rates.
2. That the Local Authorities should meet the housing needs of their district so far as is possible on the proceeds of a threepenny rate.
3. That the Local Authorities should build tenements of one and two rooms to meet the need of those who cannot pay the rents of houses provided by private enterprise.

The third group of suggestions come under the heading of

#### *(C) Assistance to Private Builders*

1. That private builders should be encouraged to build by the remission of rates on houses under a certain rental for a period of five years.
2. That private builders should be encouraged to build by the exemption of the builder and/or lender from income tax for five years.
3. That Local Authorities should develop land by street and sewer works and lease the land thus developed at a low price to private builders.



4. That private builders should receive a flat rate subsidy of the same kind, though smaller in amount, as that given under the Additional Powers Act.
5. That private builders should be enabled to borrow money from the State at a low rate of interest.
6. That private builders should be encouraged to build houses by the repeal of all legislation, local or national, which restricts their operations ; and
7. That all Rent Restriction Acts should be repealed and the housing shortage met by the consequent adjustment of wages.

The fourth group of suggestions are made under the heading of  
(D) *Assistance to Public Utility Societies*

1. That Public Utility Societies should receive loans at a low rate of interest and/or subsidy.
2. That Public Utility Societies should receive a flat rate subsidy.

The fifth group of suggestions are designed to throw the duty of building houses on employers. Under this method employers would either pay wages sufficiently high to enable their employees to pay economic rents or they would subsidize directly the houses built.

In addition to the above proposals, the general theory represented by the phrase "family endowment" has also received a considerable measure of publicity. It is felt by some that the basic paradox of the housing problem is that rent can be least well afforded precisely at the time when most accommodation is required, i.e., that a family which contains a number of young children requires most accommodation when the family's ability to pay rent is at its lowest. It is not our purpose to discuss the remedies suggested above in detail. We believe that somehow or another a sufficiency of houses must be built and that they must be built in the right places. In other words, that town-planning must precede, not follow, housing, and that town-planning must be interpreted in the widest possible sense.

It is necessary, however, to make one comment on the proposal that the provision of new houses should in future be regarded as the duty of employers. The provision of houses by employers is no new idea. It has in the past produced at one end of the scale mining villages in Lanarkshire and Yorkshire, and at the other end Bournville and Port Sunlight. When, however, it is suggested that an industry establishing itself in a new district should provide houses for the workpeople whom it brings into that district, it is forgotten that an industry is least able to lock up capital in housing when it is newly established, or when it is building new works. When a firm is established it may be able to use reserve capital for housing purposes, but a very high percentage of the country's workpeople are employed by firms which have no reserve capital available, and it is a delusion to imagine that the housing shortage can ever be met by telling employers that they should provide houses for their employees. The employer may consider housing his employees a good investment, or a satisfying moral indulgence. He cannot see that it is his duty to supply houses any more than it is to supply directly clothes or food. Generally speaking, he will not advance further than the position that it is his duty to pay a living wage, that a living wage should be sufficient to pay rent and to buy the necessities of life, and that it is the function of the building industry and the other industries which provide the necessities of life to supply houses and the necessities of life at prices which wage-earners can pay.

### *ECONOMIC ATAXIA*

The body of our social life is suffering from a kind of economic ataxia, which has destroyed the functional correlation of house-building and wage-earning. The gravity of the disease lies in the fact that the right to a home is under the social contract a condition of loyal citizenship, a fact which was for a time disguised by naming the cure "The Homes for Heroes Policy." The Rent Restriction Acts are a mere local anæsthetic, and the doctors are running the most serious of risks in being content with the passivity of a patient whose condition is steadily getting worse. How long will it be before the doctors decide that it is better to use expensive medicine than to lose the patient?

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*The Secretary of the Association would be grateful if any reader of the JOURNAL would lend a camera with a lens capable of working at a large aperture for the purpose of taking certain photographs of importance to the Association's work.*

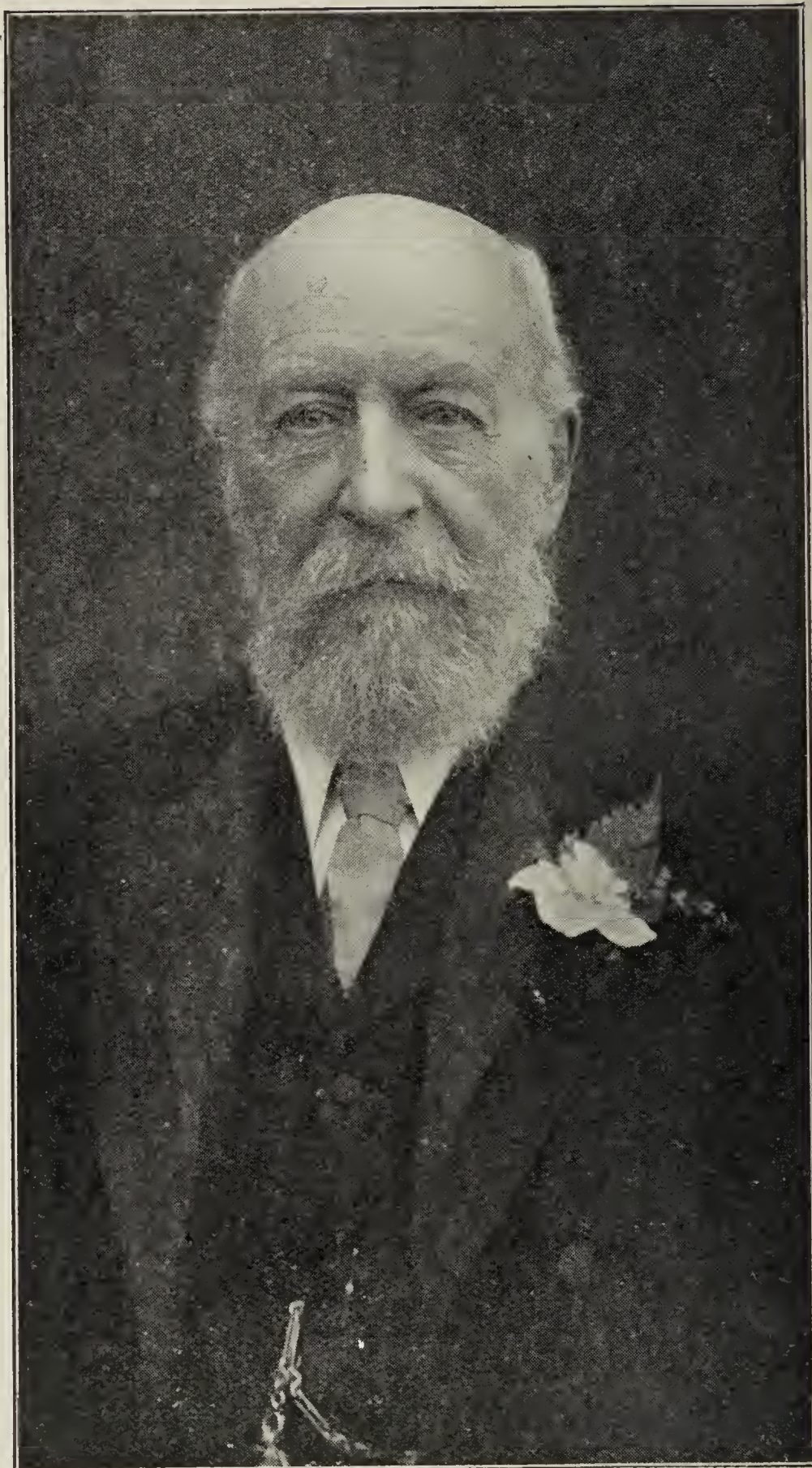


# George Cadbury

**W**ITH the passing of Mr. George Cadbury the Garden City Movement has lost one of its earliest and most notable supporters. It is difficult to exaggerate the value, not merely in this country but to the world at large, of the work which Mr. Cadbury accomplished in setting a standard for the development of housing estates which has had a profound influence upon the later development of the garden city proper. The Bournville estate, comprising nearly 1,000 acres, was laid out in such a way as to secure ample space around the houses and facilities for playing-fields and other amenities. It was initiated before the first garden city at Letchworth and before Hampstead Garden Suburb. Since the beginning of the century it has been visited by housing and town-planning reformers at home and abroad, and as a practical experiment has proved to the world that it is possible to provide workers with homes and gardens at reasonable rents on an estate planned for community life of the best type.

But it is not merely through his work at Bournville that Mr. Cadbury was able so profoundly to affect the development of ideas with regard to housing and town-planning. From its initiation he interested himself in Letchworth and has supported the Garden Cities Association regularly, both financially and, what is far more important, by his assistance and advice.

A man with lofty ideals, but with a clear understanding of the necessity for carrying out these ideals on practical lines, he did all his work entirely free from any ulterior motive. Public recognition of his work was a matter of complete indifference with him.



**The late Mr. George Cadbury of Birmingham**

*(Engraving kindly lent by the Editor of The Wayfarer)*

What mattered was that the thing itself should be done.

We desire to add our tribute to those being expressed all over the country for the valuable contribution he made towards the building of a better England.



# The Progress of Joint Town-Planning

A PROMISE was made in our November issue to give special attention to the paper read by Professor Abercrombie at the Manchester and District Town-Planning Conference. The paper dealt with "Regional Planning," and included information regarding the important work initiated in England by the setting up of Joint Town-Planning Committees.

We are now enabled to supplement the facts given in Professor Abercrombie's paper with the latest official information on the subject of these committees and their work, and to illustrate this article by a useful sketch map of the areas discussed.

Considering that compulsory town-planning schemes have to be prepared by 1926 for areas containing 20,000 or more population, and that many of the smaller areas do not reach that figure, it is clear that England and Wales would, by the statutory demands, present in 1926 a peculiar patchwork of blanks and plans revealing the inadequacy of the existing law. At present the greater part of the country is a blank, so far as co-ordinated town-planning is concerned, but eleven groups have set a good example by their endeavour to combine their separate town-planning work into synthetic schemes. The position of these is shown on the map, which is otherwise divided into what we have come to consider as the Natural Administrative Regions. Thus our "Region of Northumbria" contains three groups of local government areas whose authorities have already sat down to consider joint town-planning, viz.: (1) North Tyneside, (2) South Tyneside and (3) South Tees-side. Our "Yorkshire Region" contains two such groups: (4) Doncaster and (5) Rotherham. Our "Lancastria" contains two: (6) The Manchester District and (7) Wirral Peninsula; The "East Midlands" one only, (8) Mansfield. Deeside (9) belongs to N. Wales, while the Home Counties, or the "London Region" proposed by us, has two areas where joint town-planning is at work, namely: (10) West Middlesex and (11) North-East Surrey. As we go to press we learn of the Thames Valley Committee whose domain is North-West Surrey, but which does not appear on our map.

The general argument for Regional Planning, which, as conceived in this Journal, is a more comprehensive term than joint town-planning, was put very forcibly by Professor Abercrombie:

... having pushed ahead with fair success the preparation of town-planning schemes there has been a danger, as has been pointed out by one or two thoughtful critics, of our perpetuating on a larger scale some of the errors of the estate development of the nineteenth century in which schemes of development, which may be good in themselves, have not been sufficiently wide in their outlook to meet neighbouring needs. It was Professor Geddes who, by directing attention to careful study of the population map, showed that in very large parts of this country it would be disastrous for any town to think it possible to look after its own affairs without considering the needs of its neighbours.

## *DONCASTER AS A JOINT TOWN-PLANNING AREA*

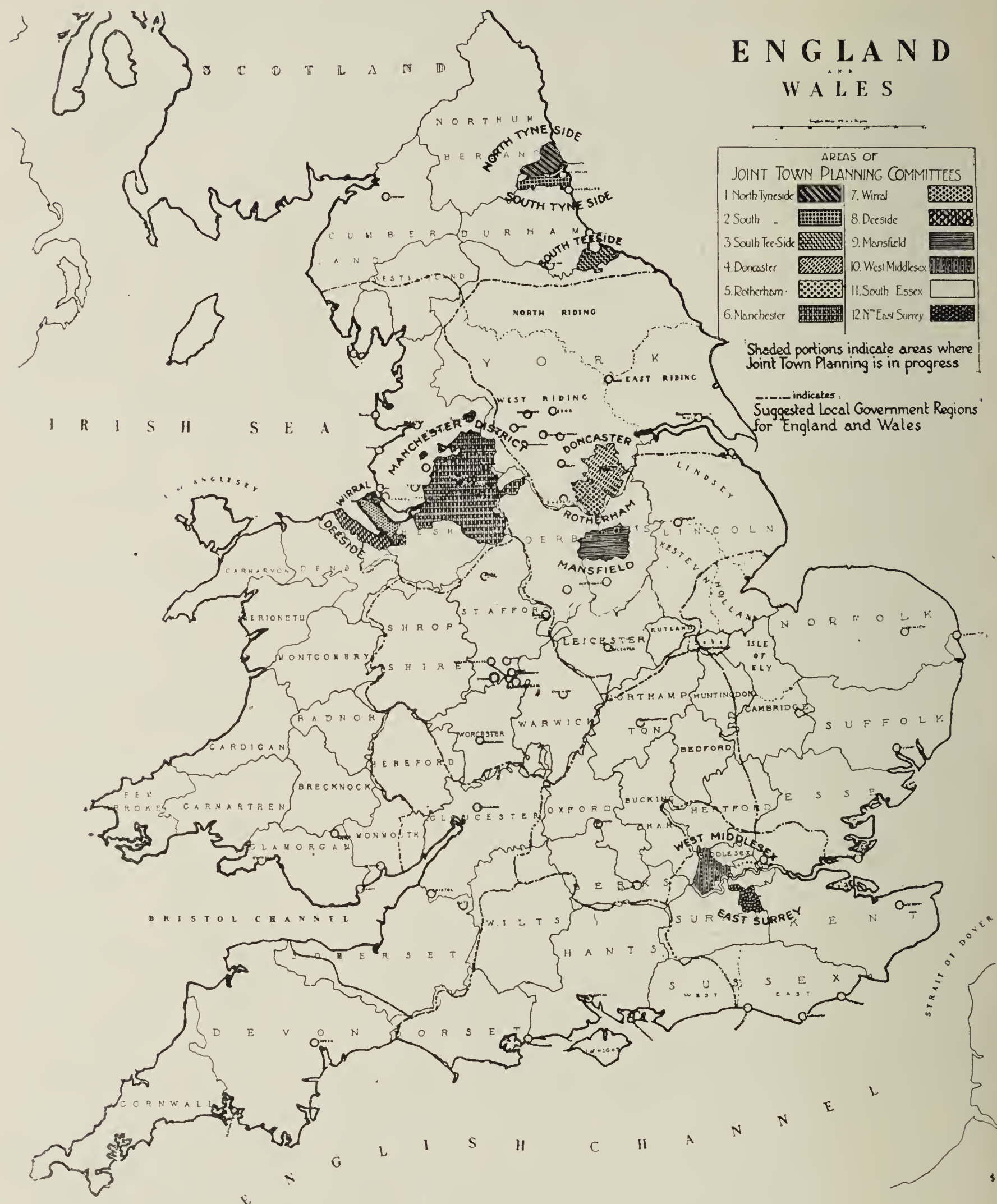
Speaking of the desirability of a preliminary survey before the preparation of a plan, Professor Abercrombie said:

Roughly speaking, the more fully developed the area, the greater the need for a complete survey. Where, as in the case of the Doncaster Regional Planning Scheme, the land is still largely agricultural with only one or two towns and a group of villages, the survey can be reduced to a minimum. Road traffic, the materials for a survey of which it is hoped will in future always be available from the Ministry of Transport, is naturally the first that will be demanded. In the case of Doncaster, however, there was a special need which was very largely at the basis of the whole scheme, namely, the probability of surface subsidence owing to coal working. The effect of this survey was to restrict all residential development to land above the 25-30 ft. contour, with all the consequential need for careful planning and grouping of the population. . . .

It will be obvious that a different method of approach is necessary in different localities—where less development has taken place greater freedom of suggestion is possible. Thus at Doncaster with large tracts of land debarred from housing it was necessary to indicate clearly-marked centres at which residential development could take place and should be encouraged, in order to provide communities of work-people for the factories, which would be located on the low-lying land. Furthermore, the collieries, at present situated at an average of about three to four miles apart, themselves promote the growth of separate village communities. The result, therefore, instead of a single homogeneous town of the size, we will say, of Sheffield or Leeds, should be a series of communities complete as to their civic functions, but of a size limited in most cases to 20,000, though extending in one or two cases to 30,000 inhabitants; separated by farm land or park



# GARDEN CITIES AND TOWN-PLANNING



In reading this map reference should be made to that on p. 216 of September, 1921, issue, where the country was divided into the twelve Natural Administrative "Regions" which reappear here. The shaded portions where joint town-planning is in progress may perhaps be called "Sub-regions." The county boundaries are to be ignored for present purposes.



# THE PROGRESS OF JOINT TOWN-PLANNING

strips, but all communicating directly with Doncaster as their natural metropolis for trade, culture and recreation.

The Doncaster area, here referred to, covers 108,165 acres, comprising the bulk of the new South Yorkshire coalfield, and it includes eight local authorities. The Joint Committee is headed by the Mayor of Doncaster, while the Clerk to the West Riding County Council is its Hon. Secretary. Professor Abercrombie and Mr. T. H. Johnson are the experts engaged to draw up the report which was unanimously adopted in July, 1922, and is now printed.

## DEESIDE

The Deeside area on the south of the estuary is next referred to by Professor Abercrombie, who here also is the expert, in association with Mr. Theodore Fyfe. He says:

In the Deeside scheme there are many extremely interesting and complicated problems, not the least being that of the City of Chester itself. The rôle which Chester should play in the regional development was very carefully gone into by the Committee, and the interesting position was observed of a town voluntarily deciding to keep factory development of the heavy trades type at arms-length, forgoing the consequent increase of rateable value, in order that its amenities should not be destroyed. While at the same time this must not in any sense be regarded as indicating that Chester was not prepared to develop very materially as a reaction to industrial development lower down the Dee—it merely meant that a full regional consideration showed that its true function and interests lay in other directions than directly industrial. Here again, outside Chester itself, it was possible to evolve an almost detailed zoning plan for the lower Dee Valley, in which the heavy trades flanked the river, the residential areas occupying rising ground on both sides, and (perhaps the most hopeful feature of the scheme), an agricultural belt separating the two. This agricultural belt is not to be used for residential purposes unless the latter were necessary for agricultural pursuits, and the only change in its use to be permitted is that it may eventually practically all be absorbed for recreation space.

The area is about 67,558 acres, partly in England and partly in Wales, and includes nine local authorities. The Chairman of the Joint Committee is Mr. A. F. Davies, and the Town Clerk of Chester is its Hon. Secretary. The Report issued by the experts was submitted in September last and makes proposals for improvements as outlined in the Professor's speech. It will shortly be issued to the public.

## SOUTH TEES-SIDE

Little was said about South Tees-side, of which Middlesbrough is the centre. It covers 38,302 acres, including the south bank of the river from Thornaby to the mouth. There are seven local authorities, and the joint committee has Mr. T. E. Senior for its Chairman and the Town Clerk of Middlesbrough for its Hon. Secretary. Messrs. Abercrombie and Adshead are the experts.

The South Tees-side is not so far advanced as Doncaster and Chester, but there it would seem that the road question is the dominant factor. A great backbone is required to give a sense of structure to a region, which for five miles is an almost continuous industrial development of comparatively recent growth; and again, it is required to act as the means of opening up residential development and giving access to the seaside.

The new arterial road from Middlesbrough to Redcar is now under construction as an aid to unemployed labour. Other roads and broad zoning proposals have also been agreed to by the committee.

## ROTHERHAM

The Rotherham area under consideration covers about 63,547 acres and includes five local authorities. The Chairman of committee is Alderman Caine, and the Hon. Secretary, Mr. Chas. L. des Forges, while the expert is Mr. W. R. Davidge, F.R.I.B.A. The region adjoins that of the Doncaster committee and the work has as yet not proceeded very far. We can only hope the movement will spread to Sheffield and link up with the Manchester agglomeration.

## TYNESIDE

Happily the two banks of the Tyne are alive to the advantages of joint town-planning. The present facts are as follows:

North Tyneside covers an area of over 137,000 acres and includes fourteen local authorities. The Joint Committee's Chairman is Major H. W. Taylor (Whitley and Monkseaton), and the Hon. Secretary, Mr. A. M. Oliver, Town Clerk of Newcastle. It is not proposed to employ an outside expert. Each of the authorities is to supply the Newcastle borough surveyor with a 6 in. map of their district, showing any town-planning proposals, and these will be transferred to a map of the whole region in the borough surveyor's office. Monthly meetings of the



## GARDEN CITIES AND TOWN-PLANNING

committee are held and the surveyors are expected to confer in the intervals.

South Tyneside covers an area of 23,068 acres and includes six local authorities. This does not include South Shields Rural District Council, which originally joined, but has withdrawn owing to a misunderstanding, and it is hoped it will come in again. The area of the rural district is 12,073 acres. The officers are: Chairman, Mr. J. L. Watson (Gateshead); Hon. Secretary, Mr. Swinborne, Town Clerk of Gateshead; Hon. Treasurer, Gateshead Borough Treasurer.

The question of appointing an expert has not yet been decided. The surveyors of the various authorities are expected to confer on their proposals, and a date has been fixed for monthly meetings of the committee, but no town-planning schemes have yet been started in this region except in South Shields Rural District.

The North and South Tyneside Committees have arranged to meet in conference (and have held one such meeting) to discuss the question of further communication across the Tyne.

### *MANSFIELD AND WIRRAL*

The only part of the "Midland Region" which has begun joint town-planning is the Mansfield District in Nottingham and Derbyshire, whose respective capital towns might well take note. The area is of about 100,000 acres and includes eight local authorities. The Mayor of Mansfield leads with the assistance of the Town Clerk, and it is not proposed to appoint an outside expert.

The Wirral Peninsula presents a very interesting problem. There are seven local authorities in 56,199 acres and their first joint committee was held in September last.

Our readers will have been fully informed, in our November issue, regarding the largest area now subject to joint town-planning, namely, the Manchester District; it may suffice to say that Professor Abercrombie advanced a proposal for the creation of a general park system for the district which, by the immediate scheduling of open spaces, would go far to assist the town-planning of the great area. The map we print here, of an area of twenty-four square miles, conveys at



Centre of the Manchester District, 6 miles by 4 miles



# THE PROGRESS OF JOINT TOWN-PLANNING

a glance the great difficulty of the task upon which Manchester and her neighbours are engaged.

## THE HOME COUNTIES

The remaining groups to be considered are W. Middlesex, N.E. Surrey and S. Essex. The first has an area of 73,414 acres and includes nineteen authorities. The Chairman is Mr. H. J. Nias, and the Clerk to the Middlesex County Council is the Hon. Secretary. Mr. Thomas Adams, once of Letchworth and Toronto, has undertaken the expert labour of this important district, and work is proceeding harmoniously.

A committee has also been formed for north-east Surrey, composed of representatives of the Croydon and Wimbledon Corporations, the Urban District Councils of Beddington and Wallington, Carshalton, Coulsdon and Purley and Mitcham, and the Rural District Council of Godstone. The Chairman of the Committee is Mr. A. J. Camden Field, of Croydon, and the Town Clerk of Croydon is the Hon. Secretary.

The latest Joint Advisory Town-Planning Committee to be formed is for the Thames Valley, and the Authorities which have definitely joined it are the Corporation of Richmond and the Urban District Councils of Barnes, Chiswick, East and West Molesey, Esher and the Dittons, Ham, Hampton Wick, Teddington, and Twickenham. The Chairman of the Joint Committee is Mr. S. E. Jackson, of Barnes, and the Clerk to the Barnes Urban District Council (Mr. W. T. Goodale) will act as Hon. Secretary and Treasurer. The question of the appointment of a Vice-Chairman has been deferred until it is known whether certain other Authorities will join the committee. It is thought that the area which a Thames Valley committee ought to cover should include Kingston, the Maldens and Coombe, Surbiton, Hampton, Walton-on-Thames, Weybridge and Chertsey, and it is hoped that, as the committee is actually in being and at work, the Councils for those districts will see their way to come in and take their part in what will undoubtedly be a very important development. It has been decided to appoint an expert to draw up an outline plan and statement for the region, and a sub-committee has been appointed to submit three names and to draft instructions.

We may conclude this statement with a paragraph from Professor Abercrombie's paper, which shows that no national solution will be reached by disconnected local or even by joint town-planning action. The eleven districts so far considered are but a fraction of the whole country, and just as the local authorities in them have realized their essential unity, so the great natural regions must, in their turn, take the same view and adopt appropriate measures. Ultimately, the questions of local government regional planning, town-planning and housing must be knit together into one national system.

But this harmonizing of town-planning schemes is not sufficient in itself; it is impossible to produce positive results from negative action. There must be some constructive regional planning of a positive nature. The road system, it is true, may be devised by the Ministry of Transport, but it will probably be better for the authorities to put forward their own scheme, to be criticized by the Ministry. In spite of the difficulties already mentioned for fully or partially developed areas, some regional zoning should be attempted, and in the lesser developed areas some attempt to concentrate civic interest at definite centres.

Then regional action will benefit the regular municipal services, such as water supply and sewage disposal. This was very manifestly demonstrated in South Wales, and certainly much money will be saved by such joint action being the usual rather than the exceptional method.

## TOWN-PLANNING SCHEMES SUBMITTED

No town-planning schemes have been finally approved by the Minister of Health within the last six months, but schemes submitted by Birmingham, Chiswick, Croydon, Hull, Luton, and Manchester are under consideration.

Since May last, preliminary statements have been approved for Altrincham (16 acres) Bradford (4,995 acres), Croydon (Ham Farm, 317 acres), Great Crosby (494 acres), Linthwaite (141 acres), Margate (2,465 acres), and Woodford (938 acres).

Preliminary statements submitted by Cambridge, Coulsdon and Purley, Ealing, Elland, Great Yarmouth, Hull, Market Harborough, Middleton, Southgate, Wallsend, and Wrexham are now under consideration by the Ministry; Acton, Ellesmere Port, and Whitby and Mitcham are reconsidering the preliminary statements which they had submitted.



# International Garden Cities and Town-Planning Federation

WHEN all the circumstances in which the Conference was held are considered—the time of the year, the repeated postponement of the *Congres International de l'Habitation*, and the political crises in several countries—it is a matter for congratulation that delegates and members attended from Austria, Belgium, Denmark, Egypt, France, Great Britain, Holland, Ireland, New South Wales, Spain, Sweden and Victoria. Excellent arrangements were made by the French section and the Federation is much indebted to the management of *L'Institut d'Histoire, de Geographie et d'Economie Urbaines* for the use of the various rooms in their building and their fine lecture hall. M. Louis Bonnier, President of the French Section, presided, in the absence of Mr. Howard.

## *ELECTION OF PRESIDENT AND VICE-PRESIDENTS*

The morning session on October 21st was confined to business matters. Mr. Ebenezer Howard was unanimously elected President. Expressions of regret were general at his inability to attend, and it was decided to send a message to this effect with the greetings of the conference. The following were unanimously elected vice-presidents: Australia, Mr. John Sulman; Belgium, Senator Vinck; Denmark, Mr. J. Chr. Yensen, M.P.; France, M. Louis Bonnier; Great Britain, Lord Robert Cecil, M.P.; Norway, Mr. Ch. Gierloff; Holland, Dr. P. H. Berlage; Sweden, Baron Palmstierna; United States, Mr. C. D. Norton.

## *CHANGE OF NAME*

The report of the Provisional Council was presented by Senator Vinck and adopted. It was agreed that the name of the Association be changed to "The International Garden Cities and Town-planning Federation." The Provisional Council were able to report that although affiliated societies in several countries had not yet nominated their representatives upon the Council, the following countries had done so: Austria, Belgium, Denmark, France, Germany, Great Britain, Holland, Japan, Norway, Palestine, United States. For the six places on the Council to be filled by election at the Conference the following five members were elected: Mr. Thomas Adams, Sir Theodore Chambers, Mr. G. M. Harris, Mr. C. B. Purdom, and Dr. Erik Sjostrand. The Conference empowered the Council to fill the sixth place.

## *ELECTION OF OFFICERS*

The Council met the same day and re-elected Mr. G. M. Harris as Chairman and Mr. Raymond Unwin as Treasurer; Mr. C. B. Purdom was elected Honorary Secretary. The following members were elected to the Executive Committee: Messrs. A. Bruggeman, Ch. Gierloff, G. M. Harris, D. Hudig, Adolf Otto, C. B. Purdom, Henri Sellier, Dr. Erik Sjostrand, Senator Vinck, and J. Chr. Yensen, M.P.

## *THE AFTERNOON SESSION*

The delegates were received in the lecture hall by M. Paul Strauss, Minister of Health and Social Welfare, who welcomed them in the name of the

French Government and promised them the help of the authorities during their stay in France.

The following papers were presented and were followed by a general discussion:

"The Future of The International Garden Cities and Town-planning Movement." By Senator Vinck, Henri Sellier, G. M. Harris, and C. B. Purdom.

"The Garden Cities of England." By C. B. Purdom.

"The Garden City as a Demonstration of Economic Town Building." By Sir Theodore Chambers.

"The Garden City Movement in relation to Town Development of the Future." By H. Chapman.

"The Garden City Movement in relation to the Development of Civic Education and Public Administration in France." By Henri Sellier.

## *STUDY VISITS IN PARIS AND REIMS*

The days following the Conference were spent in visits, in Paris and district, to a large number of housing schemes of various types, from tenements for the poorest to garden suburbs for the better off, and the beautiful sites of Plessis-Robinson and Malabry, where schemes will be developed in relation to industrial needs. M. Louis Bonnier and members of his staff accompanied the delegates on a tour of the old fortifications and pleased them very much by detailed explanations on the spot of the schemes that are being worked out for the development of the sites.

They were afterwards received at M. Bonnier's office, and from an examination of the plans were able to get a comprehensive view of the historic development of the city and the plans for the future. The realization of this was helped very much by the repeated journeys made through the city and by the never-flagging zeal of M. Bruggeman and his colleagues. A tour of Versailles was made particularly interesting by the pains taken by the officials of the town who accompanied the delegates and interpreted its growth.

The last day, Friday, October 27th, was devoted to a visit to Reims. The delegates were met by M. Georges Charbonneau, and escorted to the Town Hall where they received a civic welcome. After a tour of the town and a visit to the cathedral, the delegates inspected the *Cité Jardin Le Foyer Remois*, an admirable scheme of seven hundred houses which is being carried out by a public utility society under the presidency of M. Charbonneau. During the stay in Reims the delegates heard of the death of Mr. George Cadbury, and with gratitude for his example, to which M. Charbonneau expressed his own special indebtedness, decided to send the following telegram to Mr. George Cadbury, jnr.:

"The International Garden Cities and Town-planning Federation meeting to-day at Reims, express deep regret at the death of your revered father. His work lives to-day in the renaissance of this city and in the better housing of the people of the world."

After visits to Fort de la Pompelle and the cellars of *Maison Pommery*, the delegates returned to Paris and dispersed the next morning, thus terminating



our fourth conference since the war. Without exception the delegates expressed their appreciation of all that had been done by the French section to make their stay interesting and useful. They also took away with them as a memento a collection of very good illustrations of the housing schemes that had been visited.

## CZECHO-SLOVAKIA AND RUMANIA

We received after the Paris Conference warm messages of sympathy from both of these countries. The Rumanian organization, prevented by the national fête in connection with the coronation of the King and Queen from attending, sent a message from a meeting of ten thousand mayors. From Czecho-Slovakia we heard of the formation of a Garden Cities Association under influential leadership. The movement there is making great strides; important publications are being prepared, technicians are busily engaged in the solution of their problems and a scheme for a satellite town is being discussed. Further details will be published later.

## CONFERENCE REPORTS & PROPAGANDA

The report of the Conference will be printed and distributed at the earliest possible moment. The

papers contained in it should be of considerable value to the movement in all parts of the world; already the Federation has a number of applications for copies, and it is hoped that the proceedings will be translated, either in part or in full, by the affiliated societies.

The Federation have been pleased to receive from the Institute de Reformas Sociales a translation into Spanish by Sr. F. Lopez Valencia of the proceedings of the March conference, which is being distributed in Spain for educational purposes, a policy we commend to organizations in other countries. From the same source we have received an excellent pamphlet, "*Que es una Casa Baratas?*" and a copy of the Housing Law of 1921, with the regulations of July 8th, 1922. Mr. Clarence Stein, who visited several of the affiliated societies in Europe this year, has written an interesting article in the *Journal of The American Institute of Architects*, entitled "Amsterdam—Old and New," in which a comparison is made between the methods adopted in New York and Amsterdam to meet the housing shortage, and particulars are given regarding the land policy obtaining in Dutch municipalities. This has been reprinted as No. 1 of a series of Housing reprints.

# Welwyn Garden City

## HOUSING SCHEME

THE Ministry of Health having urged that the Rural District Council should build houses at Welwyn Garden City under the pre-war Housing Acts (that is to say, without subsidy), estimates were prepared, and it was found that if the houses could be built for £300 it would be possible to let them at rents which would cover all outgoings, and involve no charge on the rates except in the event of an unexpected and severe slump in letting or prices. In view of the conceivable loss in this eventuality, however, the Rural District Council asked that a Parish Meeting be held to consider a resolution in favour of building 100 houses under the pre-war Acts. The meeting was duly held and the resolution carried by a large majority. Plans are now being prepared and the scheme will go forward if it is found practicable to build houses of the type required for £300.

## EDUCATION: IMPROVING THE COUNTY SCHOOL

The Educational Association has worked out a scheme for supplementing the funds available for the maintenance of the County Council School, in order that the educational standards at this school may be raised to the highest possible point. The object of the scheme is that the school shall be of such a character that all parents will send their children there, making voluntary contributions to the school fund in lieu of amounts which they would otherwise pay in fees on sending their children to private schools. In this way the standard of education received by all the children will be higher than they would have obtained either at the ordinary Council schools or at small private schools, which are often

inefficient and are usually supported in the interests of "selectness" rather than educational efficiency. The proposal is being received very cordially by the majority of residents at Welwyn Garden City, and among the contributions promised are the sum of £100 a year for five years from Welwyn Garden City Ltd. and £50 a year from the New Town Trust.

The local Education Sub-Committee and Managers for the County Council School "now in course of construction" have been appointed, and have elected as their Chairman Mr. W. Ravenscroft Hughes, M.A., who was until recently Chairman of the West Ham Education Committee.

## LOCAL AUTHORITIES

The County Council have agreed to increase the representation of Welwyn Garden City Parish on the Welwyn Rural District Council from one to four. The number of members of the Parish Council is being increased from six to twelve. These alterations will come into force in April next.

## GENERAL ELECTION

Welwyn Garden City, being in the constituency of St. Albans, took part in the election which resulted in the return of Col. E. E. Fremantle as M.P. for the division. Parties were fairly evenly balanced in Welwyn Garden City. A novel feature of the election was a joint meeting on the eve of the poll, at which speeches were delivered in favour of both the Unionist and Labour candidates.

Three other directors of Welwyn Garden City Ltd. stood as candidates at the election, Major the Hon. J. J. Astor being returned for Dover, and Captain Reiss and Mr. W. T. Layton being unsuccessful at Colchester and Burnley respectively.



# A Review of Periodicals

## "ARCHITECTURAL MADNESS"

Considerable attention is given by the English technical journals of this month to architectural work in Holland, circulating round a recent visit of the Architectural Association to that country.

*The Architect* of late has favoured its readers with articles by Mr. C. G. Harper, entitled "On the Road in Holland," illustrated by the author in the delightful manner familiar to those who remember his English village sketches. His work is delicate yet powerful, the perpetual series of *Stadhuisen* and *Waterpoorts* of Holland offer him fine opportunities. It is remarkable that Dutch architects, so far as we are able to observe their work, have completely broken the connection with older and famous traditions, moving in the direction of the English cottage for small houses, towards *La Bastille* for tenements, and to *Babylon* for monuments. We should have thought that the pure Dutch house has not yet exhausted its architectural possibilities.

This feeling seems to be shared by some of our contemporaries. *The Architect*, for instance, devotes a leading article, rather disproportionately, to a discussion and illustration of the periodical *Vindingen* (to which we referred some months ago), and professes itself aghast at some of the productions which it thinks might well be the work of raving madmen. The *Journal* of the Society of Architects is less severe, but nevertheless critical, in an article entitled "Modern Dutch Architecture," by Howard Robertson, illustrated by some of the characteristic work of the younger school; while Mr. Yearby, the Secretary of the Architectural Association, contributes an article and many beautiful illustrations entitled "Dutch Architecture, Old and New" to the *Architects' Journal* of October 11th. Before long we hope to publish an article from the pen of one of the "raving madmen" which will enable our readers to judge of the sanity of the school to which he belongs.

*Deutsche Kunst Und Dekoration*, from Darmstadt, is one of those publications which appeal to a rather restricted clientele. Impressionist work of a revolutionary character decorates its pages, and only in one or two cases surprises us by its merit. On the other hand, this periodical contains, as if by contrast, a large number of Old Masters, whose meticulous crudity may well account for the revulsion of feeling displayed by the impressionist. The most pleasing article of all is one dealing with a Museum for East Asiatic Art in the city of Cologne, illustrated by photographs of some of the most beautiful exhibits, excellently arranged. We can only hope that the cool and firm style of the Asiatic art may have some restraining influence on the wilder æsthetic ravings from which Europe still seems to be suffering. The magazine is excellently produced and great credit is due to Hofrat Alexander Koch, its editor.

## TOWN-PLANNING AND REVOLUTION

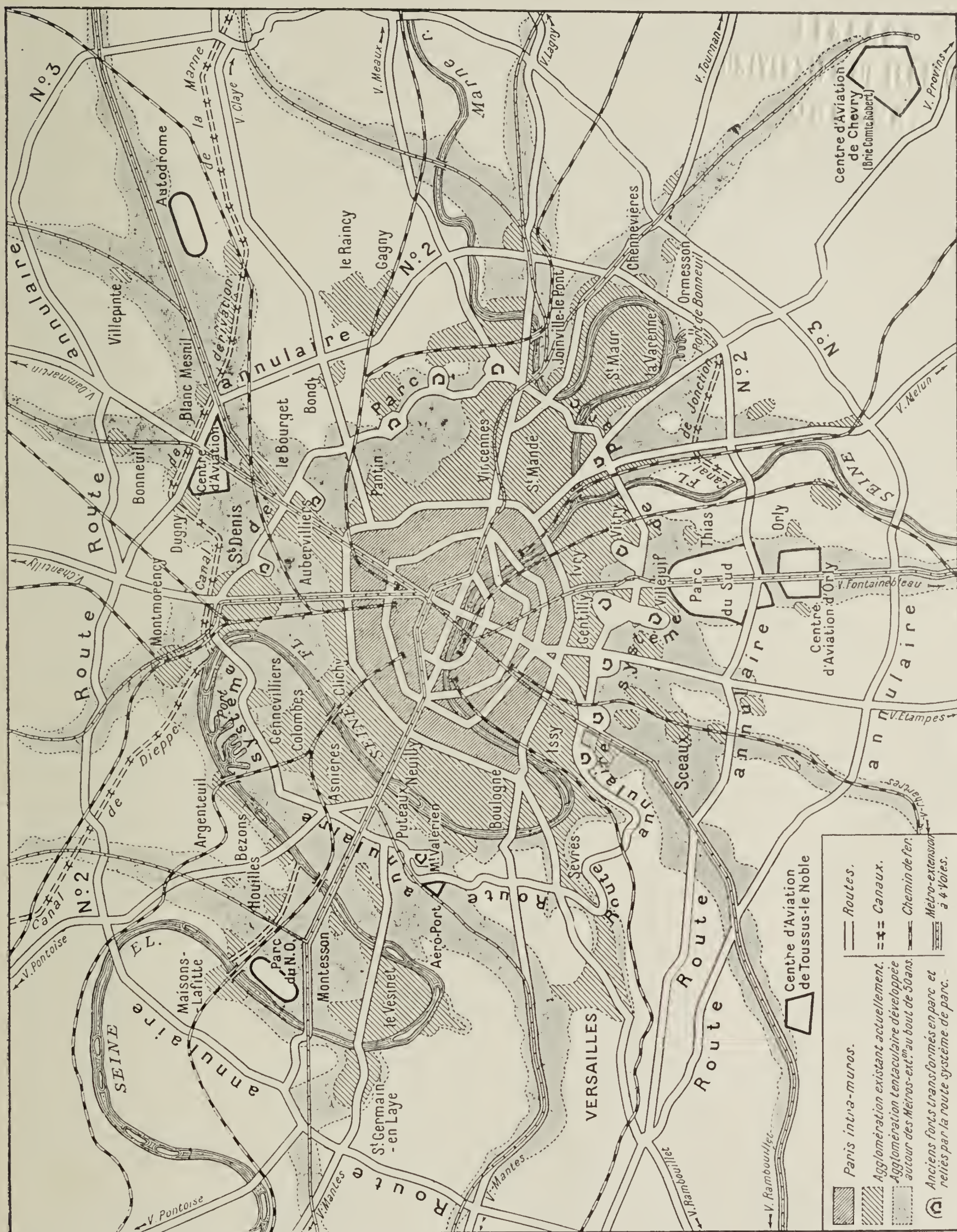
*The Architects' Journal* for September contains, among other features, in its two issues a pair of articles on "Re-building Soviet Russia," by Mr.

Huntley Carter. The ambitious plans for the complete electrification of the country and the means taken to popularize the idea among urban and peasant people are very interesting. When we turn to his account of the state of the towns, particularly Moscow and Petrograd, it seems impossible to conceive that people who allow their houses, streets and institutions to sink to the decay and disintegration described by Mr. Huntley Carter, are capable of electrifying the whole of Russia. Architects are concerned with the state of the buildings and engineers with the state of the roads and railways. Town-planners can hardly have any function as yet if Mr. Carter's analysis be just. "My impression," he says, "of Moscow and other big cities is that they ought to be pulled down and rebuilt from end to end." The articles are well illustrated. The third one, on the Famine Area (September 27th), is too terrible to quote; but it should be read with sympathy and understanding.

The second town-planning number of *Tijdschrift voor Volkshuisvesting* is very interesting; it deals, among other topics, with the competition for the development of Greater Paris, by J. Boterenbrood, illustrated by several fine maps which show the way in which Paris has been systematically planned for over a hundred years. Mr. Huntley Carter would have had a somewhat different tale to tell if he had visited Paris in the years succeeding the great Revolution, which found a crowded, irregular and luxurious city, the product of the Middle Ages. The *Plan des Artistes*, made in 1793, might more properly have been called the *Plan des Artilleristes*, for the planners, taking up their position at the Observatoire on the meridian, to the south of the city, fired, metaphorically speaking, a series of cannon balls through the old buildings and decreed a boulevard, an avenue or a road wheresoever the projectile passed—by preference athwart the property of an ecclesiastical establishment. But even in those days town-planning schemes had a way of not getting realized, and less than half of the *Plan des Artistes* was carried into effect. The next great effort was that of Hausmann, in the middle of last century. With the patronage of the Second Empire, he extended the radial development of Paris. But Paris long ago leapt over its walls, depositing itself in two systems, the one immediately outside its own fortifications and the other along the borders of the "Metro" railway extensions.

We are privileged to print an excellent map from the pages of the *Tijdschrift*, which serves at a glance better than long explanations. The close shading is Intramural Paris, the open shading is the built-up area outside the walls, and the dotted shading which significantly runs along the edges of the "Metros" carries the tentacles of the great city all over the Département de la Seine. Meanwhile, in order to meet this double extension, Paris has been asked by M. Agache and his colleagues to provide herself with a highly serviceable web of circular roads which, beginning round the Ile de la Cité of ancient times, will connect the radii by as many as seven circular arteries or Routes Annulaires.





PLAN OF PARIS

By the courtesy of *Tijdschrift voor Volkshuisvesting*



GARDEN CITIES AND TOWN-PLANNING

The September issue of the *Tijdschrift* continues the discussion on town-planning and contains, among other features, a map for the development of Delft, both wise in its scheme and excellent in its production. This is the way to make town-planning interesting to the people at large.

THE CITY PLAN

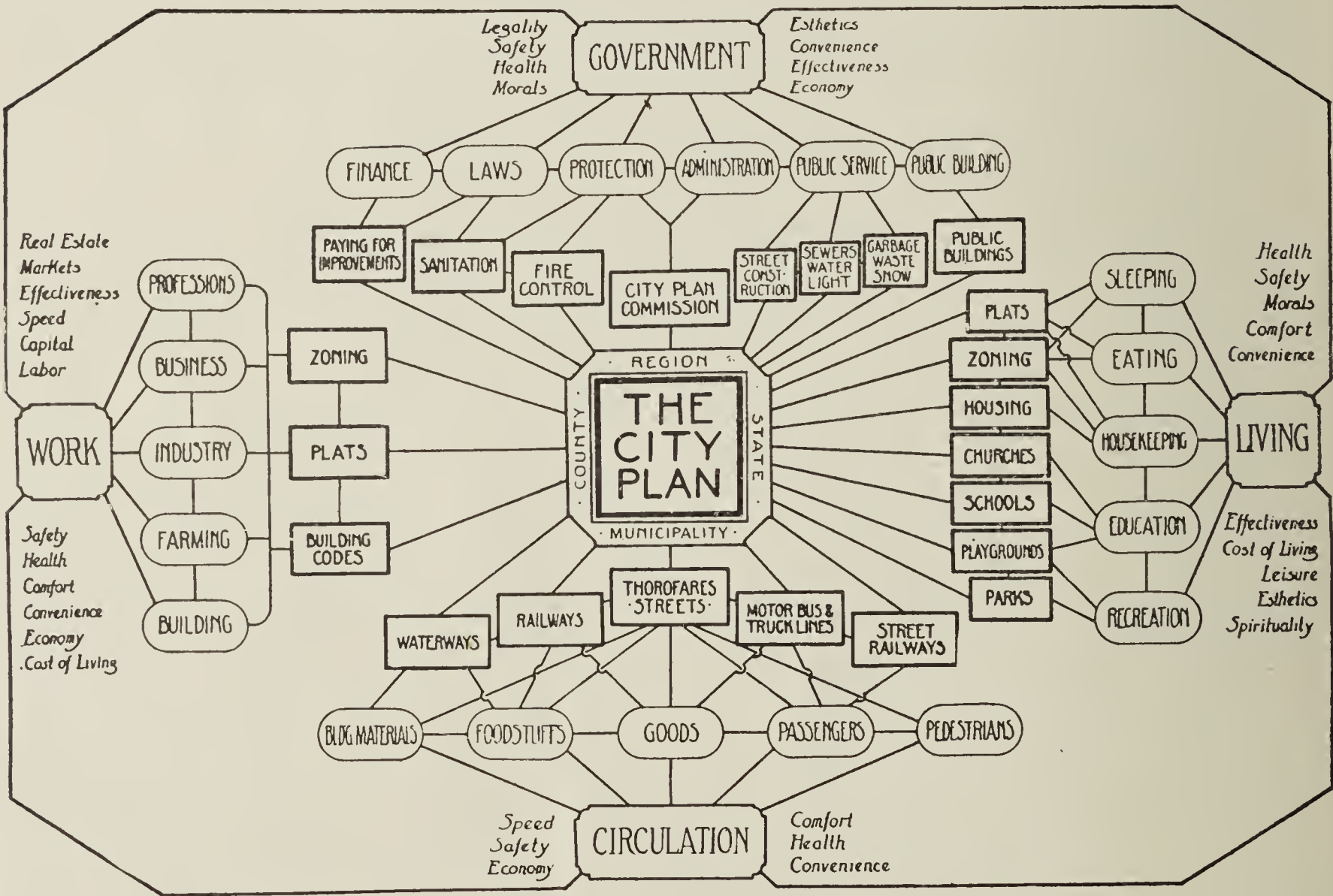
The American way of doing things is well illustrated by the diagram which we extract from *A City Plan for Springfield, Mass.*, produced by the Technical Advisory Corporation in May, 1922. The brochure is beautifully produced and embellished with collotype plates of maps and photographs. The problems of Springfield are similar to many other American towns, which, by constant repetition, we hope we have made familiar to our readers. The City Plan is the brain which relates the doings and interests of Municipality, County, Region, and State to each other; for in these areas there are four main functions, sub-divided many times, of Work, Circulation, Government, and Living. To farm or to travel, to legislate, to sleep and eat, we must conform to the plan. We leave our readers to study the diagram and find out how much of it is sound and true.

One way of popularizing the idea of the city plan, which is as yet remote from English experience, is

that adopted by the *Sunday Telegram Magazine*, of Worcester, Mass. A 16-page newspaper, replete with coloured maps and many illustrations, expounds the whole theory and practice of city-planning on the spot, which every citizen can understand. It is the work of the Technical Advisory Corporation prepared for the Citizens City Plan Commission. One map shows the effect of playgrounds on juvenile delinquency, another the built-up areas, another the car lines, and so on. The moral is always the same—"No thought has been given to the future." It is perhaps an expensive though practical way of getting the appointment of an official city-planning board.

ZONING

The Department of Commerce, Division of Building and Housing, Washington, have recently issued two interesting pamphlets in imitation typewriting: *Zoning: a Selected Bibliography*, by Miss Theodora Kimball, and *A Zoning Primer*, by the Advisory Committee on Zoning, appointed by Mr. Herbert Hoover. The bibliography is a valuable one, and the primer is an excellent example of propaganda literature. Mr. John M. Gries, chief of the Department of Building and Housing, who presented a paper to our International Conference in March, and Mr. Lawrence Veiller, are members of the Committee.



TECHNICAL ADVISORY CORPORATION  
CONSULTING ENGINEERS  
NEW YORK

DEVELOPMENT of the CITY PLAN

FUNCTION OF COMMUNITY LIFE - ○  
VIEWPOINT OF CONSIDERATION - ◌  
RESULTING PHASE OF THE CITY PLAN - □



# Reviews of Books, Etc.

For the convenience of members, copies of books reviewed in these pages, as well as all other books on Housing and Town-Planning, are supplied by the Association at the Office, 3, Gray's Inn Place, W.C. 1. A large selection of books, etc., may be seen at the Office, and a short Catalogue may be obtained post free. Orders must be accompanied by a remittance, including the cost of postage.

*Het Moderne Landhuis in Nederland.* By K. SLUYTERMAN and A. J. VAN DER STEUR. pp. xx. + 236, with 583 illustrations. 1922. 'S-gravenhage: Martinus Nijhoff. 20 guilders.

Here the "landhuis" or country house is the sole subject of a fine book produced in luxurious style, and we are able to appreciate at a glance the amazing variety of design of dwellings, which pass from small country cottages to large mansions, some of which we should like to see in our own countryside. It is a book which all architects for the new rich should procure. The plans are very clear. The publishers have thoughtfully enclosed a slip which gives translations of all the inscriptions and technical phrases relating to all parts of the house, remarking truly that the book speaks a universal language.

*Small French Buildings.* By LEWIS A. COFFIN, jun., HENRY M. POLHEMUS, and ADDISON F. WORTHINGTON. pp. xiii. + 275, illustrated. 1921. New York: Charles Scribner's Sons. 10 dollars.

A further indication of "the universal language of housing" is this fine American volume, this time complimentary to France. It falls into five parts, dealing respectively with cottages, churches, chapels, town houses, châteaux, manors, and farm groups, and finally details. There is a decidedly æsthetic atmosphere about this book which makes a greater appeal to the artist and the lover of the picturesque. There are no plans and dimensions given; the illustrations, mostly from photographs, though some are from drawings, tell of the antique and the simple; they would entice the new poor to places of retreat rather than the new rich to commission architects to copy them. An old Brittany cottage (Plate 4), or a thirteenth century house at La Saussaye (Plate 17), are gems as pictures and suggestive of happy homes. Many of the cottages are like our own. Of the churches shown this cannot be said. The old-time houses are more distinctive, some of them possessing great charm, but the most attractive part of the book is that illustrating the manors and farm buildings.

As an album such a book will provide a leisure hour with pleasure, but its utility is a point in question. Possibly for Americans, who are bold in the renaissance of older forms with modern equipment, the work may have uses of a practical character; but in our own country the workman's cottage is the most urgent problem which draws us away from the romantic and the antique. "Habitations a bon marché" is the slogan of this generation.

*The Country Life Book of Building and Decorating.* Edited by REGINALD T. TOWNSEND. pp. 100. Garden City, N.Y.: Doubleday, Page and Co.

Here a score of writers contribute towards a very useful book in which all the parts of a house are discussed in a very practical way—its material, its

position, its decoration, its scullery, kitchen, cellar, chimneys and plumbing. The illustrations are excellent, and though they do not suggest anything "bon marché" yet they are helpful to those with smaller purses. The chapter on "Early American Industries" is interesting: the models being almost entirely English and French.

*Come into the Garden.* By GRACE TABOR. New York (1921), Macmillan Co. 324 pp., 2 dollars 50 cents.

Many books have been written about gardens, but too often they have implied extensive grounds and unlimited means. Miss Tabor is writing rather for those who may have only a few square feet of land at their disposal, but who wish to make the most of their opportunities. After a few remarks on the garden's place in civilization, Miss Tabor attacks the practical side of her problem and discusses the position and plan of the house in its relation to the garden, the designing of the garden, boundaries and boundary treatment, walks, paths and entrances, and planting and maintenance. Trees, evergreens, shrubbery, vines, and roses come up for consideration in the second part of the text, as do also the vegetable garden, the rock garden, the wild garden, and water features and water flowers. Miss Tabor's experience, combining that of garden magazine editor and landscape architect, peculiarly fits her for the writing of a helpful and inspiring book, and it can hardly be doubted that there will be many who, after reading her chapters, will indeed accept her invitation to "come into the garden."

*Industrial Unrest: a Way Out.* By B. SEEBOHM ROWNTREE. 1922. Longmans, Green and Co. 1s. net.

This lucid pamphlet is, as its last word shows, addressed to employers, but can be read with profit by everyone. The author discusses the three theoretically possible ways of securing industrial peace: serfdom, balance of power and the removal of the causes of unrest. The first, he says, is dead; the second, dangerously alive; and the third, the only avenue of hope. Of it, the author writes, in conclusion:

Pp. 47-8: "I have suggested that there are five claims on the part of the workers which must be satisfied: (1) We must so organize industry that it will become possible to pay all workers of normal ability wages which will at least enable them to live in reasonable comfort. (2) Their working hours must be such as will give them adequate opportunities for recreation and self-expression. (3) Measures must be taken materially to increase their economic security, notably with regard to unemployment. (4) They must have a share in determining the conditions under which they shall work; and, finally, (5) They must have a direct interest in the prosperity of the industry in which they are engaged. . . .



# GARDEN CITIES AND TOWN-PLANNING

"I should like to see the Anglo-Saxon races give a lead to the rest of the world in dealing effectively with the problem of industrial unrest. It is a task for which they are, by tradition and temperament, particularly suited. The moment is opportune, the need for action is urgent, and the initiative must be taken by employers.

*The Housing Question.* By a former Housing Commissioner. Geo. Allen and Unwin. 3s. 6d.

This book is avowedly polemical. A former Housing Commissioner analyses clearly, and sometimes brilliantly, the excuses offered by politicians for closing down the 1919 housing programme. He finds that the excuses are fourteen in number, and that none of them can be maintained. The constructive part of the book is short and vague, but there are many constructive ideas suggested by the critical part of the book. It is probable that members of the late Government would like to be allowed to forget many of the excuses put forward to disguise the real reason for the change in housing policy, but if this book attains the circulation it deserves it is unlikely that they will be allowed to forget them. It might have been well to have concentrated less on the excuses given and more on the underlying reason, and perhaps to have admitted that the late Government acted rightly in stopping the building of working class houses at £800 to £1,200 a piece, but committed the crime of making the shutting down of building their one and only method of bringing down prices. If we are fated, at any future time, to have a Government which dares not give its real reasons for housing inactivity, but is fertile in specious excuses, this book will be an invaluable magazine of ammunition for its critics.

*Organizing the Community.* By McCLENAHAN. The Century Company, New York. \$1.75.

In America men are less content than we to be the creatures of their social environment. They believe in consciousness and control, and thus from what has been almost a passion for making surveys has sprung a new profession, that of the community organizer. If the last generation was pre-eminently the age of social palliatives, of night schools, settlements, clinics, and dispensaries, the next will be that of constructive planning and arrangement. Even zoning is not an end in itself, but a symptom of a state of mind. Such books as this of Mr. McClenahan's impress the English reader with the optimism of the American public. It is apparently worth while saying in America that just as men from simple beginnings learned how to dominate in large measure the physical world, so they will in the end master social inequalities and injustices and that the recognition of the fact that men together can accomplish social mastery is the basis of a new social philosophy. We in England are much more doubtful of our competence to regulate humanity: it is good for us that these doubts should be removed, and the reading of *Organizing the Community* will be a powerful aid in this direction. Social workers who are contemplating anything in the nature of a survey of any particular district should read the book, and in particular Chapter III, which gives a most valuable survey of methods and data.

## A NEW TOPIC

*La Vie Urbaine* for October, 1922, leads off with a very interesting article entitled "Une Méthode de Géographie Urbaine," by M. Raoul Blanchard, in which the French genius for subjecting all phenomena to scientific generalization is well displayed. The article itself is an example of scientific lucidity in its divisions and sections:

### I.—The Geographical Factors:

- (a) General situation.
- (b) Local site.
- (c) Relations of situation and site.

### II.—Civic Evolution.

### III.—The Town itself:

- (a) Means of study.
- (b) Objects of study.

Under these headings the author marshals his materials and his discussions of particular questions, such as: the condition of altitude, orientation as regards the sun, climate, vegetation, water supply, contiguous natural regions, position as to land and sea, great roads and the city's industrial order. Then follows the discussion of particular site, contour, quality of sunlight, water transport, water consumption and water defence. Constantinople is spoken of as a fine example of situation and site at the junction of a great land road and waterway provided with the natural port of the Golden Horn.

It is an article which should be read by town-planners who have practical work on hand; for they will find its theoretical and well informed treatment very useful.

*Bordeaux La Gironde.* Par H. LARIN, Député de la Gironde. Pp. 148, illustrated. 1921. Paris: Dunod, Editeur. 12 francs.

This is one of the series of *Les Grands Ports Français* published under the direction of M. A. Dupouy, of which a dozen are destined to appear. Somewhat like London, Bordeaux is situated at the head of a wide estuary, and from the earliest records was an emporium of commerce between the native Iberians and the visiting Greeks and Romans. The author's first chapter is devoted to history and his second to the "Agglomération Bordelaise." The River follows, and then The Port, considered in two chapters. The coming of the American army was an event which affected the development of the port enormously and led to many innovations. The book leads up to practical and urgent questions, which are to be solved generally by regarding Bordeaux as a regional capital requiring special facilities for the circulation of its population, the traversing of its rivers, and the transformation of its railway stations. Water and rail approach to the city is discussed, and the inevitable "collaborations scientifiques" demanded. The place of the University is the closing topic.

This book is pleasant and easy reading, and is of a type of literature that is becoming more and more necessary. We could wish that the illustrations were better. The French used, one time, to lead in graphic art.



# Notes and News

## PROGRESS OF THE NATIONAL HOUSING SCHEME

The position on November 1st was as follows :

|                      |         |         |
|----------------------|---------|---------|
| Tenders approved ... | 168,795 | 167,798 |
| Contracts signed ... | 166,630 | 164,302 |
| Houses commenced ... | 164,618 | 163,228 |
| Houses finished ...  | 145,771 | 141,231 |

The figures in the right-hand column show what was the position on October 1st (not October 21st, as was misprinted in the last number of the JOURNAL).

During the month of October tenders were approved for 1,419 houses ; this figure including " contingent houses." The present position with regard to " contingent houses " is that the Ministry has authorized local authorities to obtain tenders for 268 houses, which will rank for assistance under the Act of 1919 provided that they erect 598 others without assistance.

## GRANTS TO PRIVATE PERSONS

It would appear from the latest information that the grants to private persons have produced 39,145 houses at a cost to the Exchequer of approximately £9,600,000.

## COST OF HOUSES

The latest figures of cost are as follows :

|              |     | " A " type. | " B " type. |
|--------------|-----|-------------|-------------|
| August ...   | ... | £370        | £408        |
| September... | ... | £346        | £398        |
| October ...  | ... | £346        | £407        |

## HOUSING PROGRESS IN SCOTLAND

The following figures show the progress that has been made in State-aided housing schemes in Scotland to October 31st, 1922 :

|   |     |        |
|---|-----|--------|
| Permanent houses completed                        | ... | 12,144 |
| Temporary houses completed                        | ... | 665    |
| Reconstructed houses completed                    | ... | 89     |
| Houses completed under the Private Subsidy Scheme | ... | 2,160  |

15,058

There are 7,631 houses at present under construction in connection with housing schemes carried out by local authorities and public utility societies.

The total amount paid by the Scottish Board of Health in respect of the 2,160 houses completed under the private subsidy schemes is £522,936.

## TOWN-PLANNING: INTERIM DEVELOPMENT

Attention has already been called in the JOURNAL to the Town-planning (General Interim Development) Order, 1922 (S.O. 927, price 1d.), which enables a local authority to permit development to proceed in town-planning areas and at the same time ensures that the development shall be as far as practicable in harmony with the maturing plan.

It is questionable, however, whether the existence of this Order and the procedure under it are sufficiently widely known. The object of the Section under which the Order was made was to provide

that private development should not be arrested while a town-planning scheme was in course of preparation, and that owners should be able to proceed with genuine building plans without fear of the subsequent effects of a scheme.

The effect of this Order is to do away with the necessity of every application under Section 45 of the Housing, Town-planning, etc., Act, 1919, going before the Ministry, and to enable the local authority concerned in each case to deal with the matter subject to an appeal to the Minister by any applicant who is aggrieved by the action or inaction of the local authority. Any person, therefore, desiring to proceed with development of land in an area which has been included in a town-planning area should, for his own protection, apply in the first instance to the local authority, and the local authority has power to permit such development. No development or building operations inconsistent with the provisions of any local Acts, regulations, or building bye-laws in force in the area, may be permitted by the local authority under this Order without the consent of the Minister of Health.

It is of particular importance that there should be widespread knowledge both of the powers of a local authority under the Town-planning Acts and of the simplification of procedure made by the Order in question. Any person who proposes to erect a building within any area which has been covered by a Resolution to prepare a town-planning scheme should be aware that if his building contravenes the regulations of the scheme, and if, in consequence, the local authority requires it to be removed, or if in any other way the building is injuriously affected by the scheme, he is not entitled to compensation. That is the effect of the section. The effect of the Order is to safeguard the builder and to prevent the sterilization of land between the passing of the town-planning resolution and the approval of the scheme.

## PUBLIC UTILITY SOCIETIES

We are informed by the Ministry of Health that no application for supplementary loans can be entertained from any Public Utility Society now in operation after December 31st, 1922.

## BRANCHES OF THE ASSOCIATION

The Bristol Branch of the Garden Cities and Town-planning Association made a survey of the slum problem in Bristol before the recent municipal elections, and submitted the results to all aldermen, councillors, and candidates for election. The result has been that almost immediately after the election the Housing and Town-planning Committee recommended that a vigorous policy should be adopted for the clearance and reconstruction of the many slum areas existing in the city, and that as no scheme of reconstruction was possible until there was a certain margin of new accommodation, 50 to 100 dwellings should be provided immediately to enable the work of slum clearance to begin.

*The North-Western Branch.*—The annual meeting of the North-Western Branch was held on November 21st at the Pioneer Café, Manchester. At this



# GARDEN CITIES AND TOWN-PLANNING

meeting Alderman Bennett, of Warrington, was elected Chairman of the Executive Committee, and Mr. J. W. Gleave hon. secretary. An Executive Committee was appointed, which will meet at an early date and decide on the policy to be adopted with the particular purpose of promoting the satellite town policy in South-East Lancashire.

## TUBERCULOSIS AND OVERCROWDING

The annual report of the Medical Officer of Health of Wigan contains very interesting diagrams comparing ward by ward the number of notifications of tuberculosis over a period of ten years with the percentage of insanitary houses, the average number of occupants per house and the average number of persons per acre. The result of these diagrams is to show that the relationship between the amount of tuberculosis and the number of houses in themselves insanitary, and that between tuberculosis and house-crowding is much less clearly marked than the connection between tuberculosis and the number of persons living per acre. The similarity of the curve in the last instance is most striking, and in the only two cases where the general figure of population per acre is low and yet the incidence of tuberculosis high, it is explained that the population *per inhabited acre* is particularly high. The Medical Officer of Health deduces that for the prevention of tuberculosis the limitation of the number of houses per acre is a fact of vital importance.

## REGIONAL PLANNING IN CALIFORNIA

The idea of regional planning has taken such firm root in California that the Regional Planning Conference of Los Angeles county held last month its fourth annual meeting. It does not appear yet that the difficulty inherent in securing a proper degree of co-ordination without rousing fears of subordination has yet been solved, but the manner in which this problem is being studied in Los Angeles will be of value not only in California, but also in New York when it is possible for minds to turn from the making of a plan for the New York region to the setting up of the machine necessary to administer such a plan.

The City of Berkeley, of which Dr. Carol Aronovici is City Planning Consultant, enacted three ordinances of somewhat of a pioneer character in so far as city planning legislation in this country is concerned. These city ordinances are as follows:

(a) An ordinance establishing set-back lines, with a view to making possible the widening of streets by setting houses back on the line which would eventually form the building line of the widened streets. This enactment will make possible the widening of many streets without excessive cost to the city.

(b) An ordinance dealing with the location of gasoline and oil stations which are becoming very numerous in the cities of this country. This ordinance provides for the location of such stations only for a period of from three to five years, after which time they may be removed without further notice. The plans of the stations, which are so frequently of an unsightly character, must now be submitted for the approval of the City Planning Commission before a permit for construction is obtained.

(c) A resolution of the Council provides that all public buildings or structures in the centre of

Berkeley must be approved first by the City Planning Commission before a permit can be obtained for building from the Building Department. This procedure gives the City Planning Commission an opportunity to make suggestions as to the character of construction and its architectural features.

## A RURAL HOUSING SOCIETY

The Housing and Development Society Ltd. was registered during September, its temporary office being at 435, Strand, W.C.2. A prominent feature of the Society's work will be specialization in rural housing and, where conditions are favourable, the encouragement of food production by means of one acre gardens planted and equipped on "labour-saving" lines. Among the signatories are Mr. V. A. Malcolmson (Chairman), Mrs. V. Branford, Sir Mark Collet, Mr. Gordon Allen, F.R.I.B.A., and Mr. Ernest Betham.

## THE FAILURE OF THE SKYSCRAPER

The *Journal of the American Institute of Architects* for November, 1922, contains an interesting article entitled "The Passing of the Skyscraper," which should be read with particular care by all who believe in a higher London or think that the difficulties of accommodation in the centre of our great cities can be met by still further concentration of office accommodation and of population.

The fact that the skyscraper of America becomes the *gratte-ciel* in France and the *skyskräpan* in Finland seems to prove that it is exotic to those European countries in which it may make its appearance. *Arkitekten* of Helsingfors has an article and plates on the subject, from which it is possible to note that Finnish architects will take care that the tall building shall rise out of a lower building as a steeple does out of a church. Helsingfors has not unlimited space at its disposal, and may be compelled to grow skyward as part of its development.

## M. JULES SIEGFRIED

We regret to observe from the pages of the *Bulletin* of the Société Française des Habitations à bon marché that its venerable President, M. Jules Siegfried, suddenly passed away on September 26th, 1922, at Havre. His name and his memory will long be cherished by those who are concerned in the housing question in France. The International Federation naturally joins in this expression of sympathy.

## THE FILM

*Le Mouvement Communal* devotes considerable space in its October issue to the use of the film in education. It reports the decision of the Congress held in Paris last April, and has a section on "Le Cinema et la Médecine." It records also that the Municipality of Glasgow is to have a film of its city renewed from year to year which will constitute a vivid history of the physical and architectural changes that take place. Paris is being filmed by an American Company for educational purposes in the United States. Other French towns are to be visited, and the Belgian journal hopes that the enterprising Americans will pay a visit to Belgium before returning home.



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DECEMBER, 1922

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*Petition to the Council of the  
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"A Garden City is a town designed for healthy living and industry; of a size that makes possible a full measure of social life, but not larger; surrounded by a rural belt; the whole of the land being in public ownership, or held in trust for the community."

The Garden Cities and Town-Planning Association is a body of men and women of all parties who are interested in forwarding a constructive housing and town-planning policy. It initiated the garden cities of Letchworth and Welwyn, which are now controlled by their own companies and are, it is hoped, the forerunners of many similar cities in other parts of Great Britain. It believes that only by the creation of garden cities can permanent and economic relief be given to the aggregation of population in large towns and the consequent problems of slums and rural decay. This view has, in the last few years, received official sanction by the Report of the Unhealthy Areas Committee, by legislation, and in other ways, and the Association is actively engaged in the vitally important work of creating an enlightened public opinion on the whole question of housing, town-planning, and regional development. The garden city principle can be applied to every existing centre of population and must be applied if the best conditions for healthy living and efficient industry are to be secured.

**Lectures.**—The Association has a panel of expert lecturers, and arrangements can be made for lectures on Housing, Town-Planning, the Garden City, and cognate subjects. The lectures can be illustrated with lantern slides or cinema films if desired. A list of subjects will be sent on application to the Organizer at the offices of the Association.

**Literature.**—The Association issues leaflets, pamphlets, and books. GARDEN CITIES AND TOWN-PLANNING is published monthly, and is sent post free for a yearly subscription of 13s. 6d. All books on housing, town-planning, etc., and publications on social questions of all kinds are supplied at the published prices. A catalogue will be sent on request.

**Books of Present Importance.**—The following recent publications are particularly recommended:

*Town Theory and Practice.* Edited by C. B. PURDOM. 1921. 5s.; postage 4d.  
*The Betrayal of the Slums.* By CHRISTOPHER ADDISON, M.D. 2s. 6d.; postage 4d.  
*The Housing Question.* By a Former Housing Commissioner. 3s. 6d.; postage 4d.  
*Town-Planning Administration.* By H. R. ALDRIDGE. 8s. 6d.; postage 4d.  
*The Home I Want.* By CAPT. R. L. REISS. 1s. 6d., post free.  
*Garden Cities of To-morrow.* By EBENEZER HOWARD. 3s. 6d.; postage 3d.

Any of the above will be sent at the prices quoted on application to the Librarian of the Association.

**Library.**—The Reference Library of the Association is open to all members free of charge. Particular care has been taken to make the Library as comprehensive as possible, and it contains a valuable collection of town-planning and zoning reports from all parts of the world, and also the periodicals of all countries dealing with housing and town-planning.

**Lantern Slides.**—The Association has the largest collection in the country of lantern slides illustrating housing, town-planning, and garden city principles. Sets can be supplied on hire at a nominal charge to members, and to others for a reasonable fee. Notes on the slides accompany each set.

**Cinematograph Films.**—Films which have been specially taken for the Association, of Letchworth, Welwyn Garden City, Hampstead Garden Suburb, Well Hall, New Earswick, Gretna, East London, and South Wales Housing, etc., are supplied on hire or for sale at reasonable charges.

**Exhibitions.**—The Association is prepared to loan or hire plans and diagrams dealing with all aspects of housing, town-planning, and the garden city method.

**Information Bureau.**—The Association will be glad to advise on any questions which may arise in connection with housing and town-planning schemes.

**Public Utility Societies.**—Advice and assistance are given in the formation of these societies, model sets of rules are provided and registration can be effected through the Association at a lower fee than is otherwise charged.

**Membership.**—Membership of the Association is open to all persons who are interested in housing and town-planning. The present membership of the Association consists of architects, engineers, surveyors, officials and members of Local Authorities, promoters of Public Utility Societies, students of town-planning, and of others who realize that the garden city movement is "the most important constructive social policy of the day." The annual subscription to new members is £1 1s., which includes subscription to the JOURNAL.









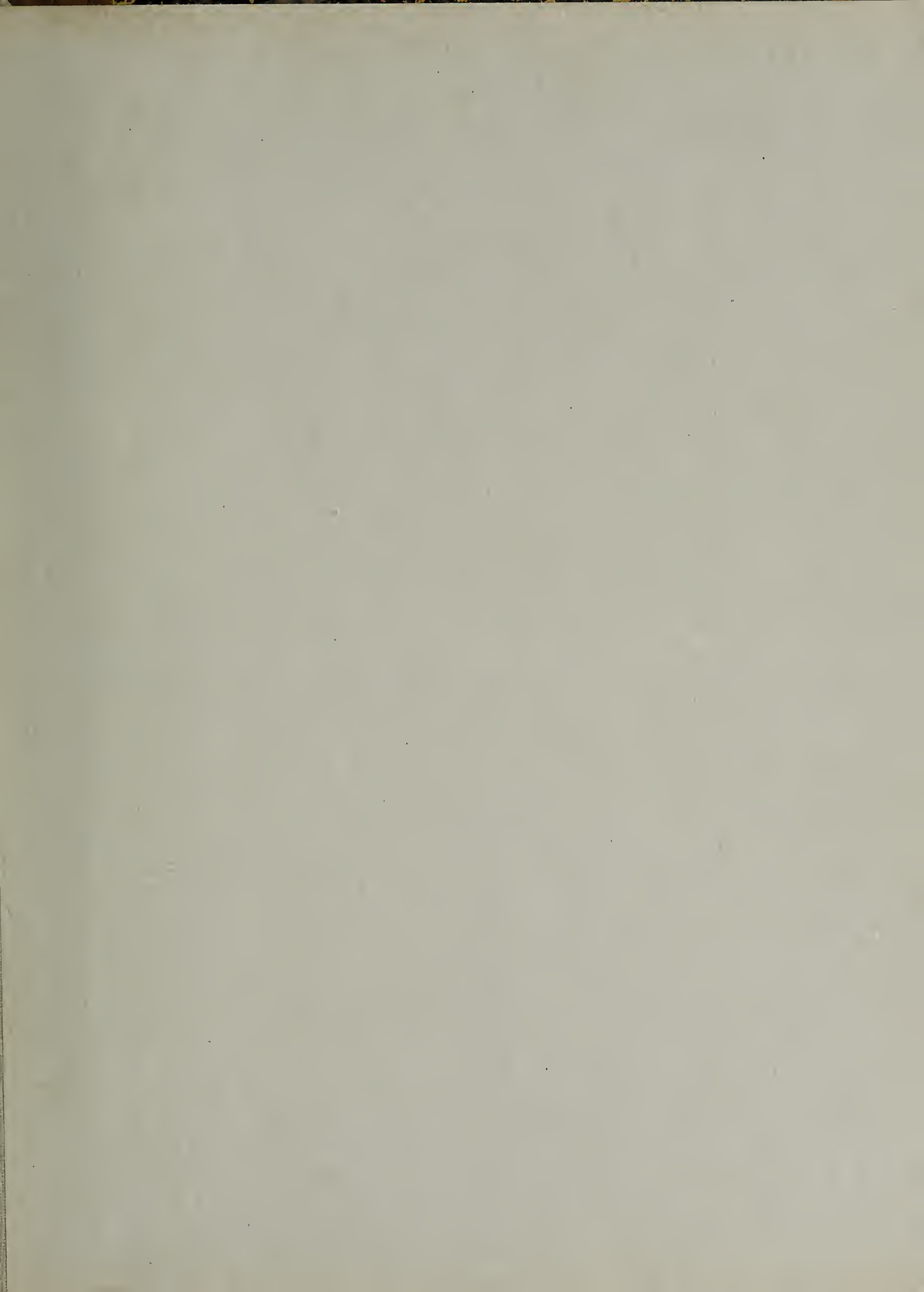














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